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ABSTRACT

A survey of all Ontario's school boards and a random sample of 1,062 teachers was used to assess the effects of declining enrollment on the capability of school boards to offer programs of recognized quality. School boards were provided actual and projected enrollment figures on which to base their responses. While only one third of the boards has noted a significant effect of declining enrollment on curricular and instructional components over the past three years, two thirds of the boards expect a moderate or major effect over the next five years. In general, smaller schools have been experiencing more severe problems as a result of pupil reduction. The report provides substantial information on the expectations, over the next five years, of school boards and teachers regarding district organization, reduction in staff, community reaction to program changes, and increases or decreases in curriculum management program practices. In addition, it offers ideas for offsetting program effects of declining enrollment. (Author/WD)

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THE EFFECT OF DECLINING ENROLMENT ON SCHOOL OBJECTIVES AND PROGRAMS

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MARCH, 1979

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ABSTRACT

The purpose of the study was to survey Ontario school board and teacher personnel on the actual and expected effects of declining enrolments on the capability of school boards to offer programs of recognized quality.

In accordance with the scope of the research, all 193 Ontario school boards and a random sample of 1,062 teachers were surveyed in April, 1978. Ultimately 90 board and 537 teacher instruments were returned and computer analysed. Board returns represent 48.6% of children enrolled in Ontario public and separate schools. Multiple choice, short answer, and open-ended question items were designed to provide respondents with a basis for estimating effects; to determine declining enrolment effects on the diversity of content and goals in the Primary, Junior, Intermediate, and Senior program divisions of the Ministry of Education; to determine board and teacher opinion on changes in certain program practices influenced by declining enrolments; and to obtain board and teacher ratings on the potential value of certain ideas for actions to offset some of the program problems resulting from declining enrolments.

The basis for estimating effects was attained by providing all school boards with actual and five-year projection enrolment figures. This range was used as a framework in which most questions were asked. Respondents were directed to make estimates based on the last three years and the next five years. Board respondents were asked additional questions to help provide them with a basis for estimating effects, the results of which were that over the next five years approximately seven-eighths of responding boards expect some overall effects of declining enrolment on their curricular and instructional components. At the elementary level,

schools sized less than 100 students and with 100 to 349 students have experienced and expect in the next five years to experience severe program problems due to declining enrolments. Secondary schools with enrolments 200-499, 500-799, and 800-1,199 students expect to be hardest hit with declining enrolment program problems. Organizational changes at boards due to program problems almost exclusively involve collapsing, twinning, and consolidating within and among school boards, superintendents, resource personnel, and schools. In 75% of boards the proportion of total budget allocated to implementing Ministry guidelines is between 0-15%. In 90% of boards budget allocations projected to 1982 predicted continuing increases for personnel, yet 25% of boards predicted continuing decreases for facilities. Total teacher reductions are expected to more than double over the next five years, but boards do not know teacher reductions by program division nor by subject taught. Local community reactions are largest against any school closing, and reductions in elementary maths, language arts, sciences, and special education. Current local community attitudes are nearly 50/50 "interested and helpful" and "doubtful and apathetic." Nearly seventy imaginative adjustments already made to declining enrolments were noted.

Appropriate content and goals around which survey items were designed were elicited from Ministry of Education curriculum documents. Results were that in both Primary and Junior division content, approximately two-thirds of boards expected negative effects of declining enrolments. Creative arts and language arts are most likely to be affected. Approximately one-fifth of all responding boards expect subjects to be dropped or consolidated and expect changes in the amount of class time spent by students on subjects. Nearly two-fifths of all boards responding expect changes in the availability of special programs and specialized personnel. In Intermediate and Senior divisions nearly three-quarters of boards expected negative effects of declining enrolments over the next five years. Business studies, official languages, and multidisciplinary studies are most likely to be affected. Approximately

one-quarter of all responding boards anticipated subjects to be dropped or consolidated, changes in availability of different course credits offered in the same subject area and grade, and in the availability of the same course credits at different levels of challenge. Nearly one-third of all responding boards expected changes in availability of multiple sections of the same credit.

Overall, less than one-tenth of boards affected expect specific program conditions to improve at the elementary level over the next five years, while over two-fifths expect conditions to worsen. At the secondary level, less than one-twentieth of boards affected expect specific program improvement, while nearly three-fifths expect worsening.

At the Primary and Junior divisions goal achievement was expected to be negatively influenced over the next five years by approximately one fifth of boards; and in the Intermediate and Senior divisions by nearly two-fifths of boards.

Program practices in curriculum management expected to increase over the next five years are those combining grades, subjects and attendance boundary areas. Expected to decrease are number of administrators and administrative time. All curriculum services are expected to decrease. Few curriculum development practices are expected to increase. Most personnel and material resources are expected to decrease in availability. Teachers are expected to be reassigned to other schools and to increase instructional grouping. The number of specialist teachers and teacher morale are expected to decrease. Student evaluation and student involvement in community programs are expected to increase. Extra-curricular activities and field trips are expected to decrease as are student morale and meeting individual student needs.

Ideas for actions to offset declining effects rated highly were increased training for in-school and out-of-school curriculum manager; increased involvement of the public; increased inter-board curriculum development; greater Ministry specification of core; and increased professional development for teachers.

ACKNOWLEDGEMENTS

The researchers are grateful for the cooperation and assistance of school board and teacher personnel who responded to the survey. The continued helpful advice of Mr. Des Dixon of the OTF, Dr. Florence Henderson and Ms. Carol Winter of the FWTAO, Mrs. Catherine Michalski of the Ontario Ministry of Education, and Dr. Merl Wahlstrom of O.I.S.E. was also appreciated. Finally, a big thank you goes to Mrs. Dorothy Ainsworth and Miss Irene Buros, for their continued and skilful secretarial work under great deadline pressure.

CONTENTS

ABSTRACT iii
ACKNOWLEDGEMENTS vii
CONTENTS viii
LIST OF TABLES xii
INTRODUCTION 1
METHODOLOGY 3
CONTENT OF SURVEY INSTRUMENTS 3
Basis for Estimating Effects 3
Program Diversity: Primary/Junior Divisions . . . 5
Seventeen Areas of Competence 5
Four Types of Program Change 6
Program Diversity: Intermediate/Senior Divisions . 7
Forty-eight Subject Categories 8
Four Types of Program Change 10
Program Diversity vs. School Closure 11
Provincial Curricular Goals 12
Primary/Junior Division 12
Intermediate/Senior Division 13
Change in Program Practices 13
Solving the Problems 16
DESIGN OF SURVEY INSTRUMENTS 19
Board Instrument 19
Teacher Instrument 20
SURVEY PROCEDURE 21
Board Instrument 21
Respondents 21
Instrument Packages 21
Returns 21
Teacher Instrument 23
Respondents 23
Instrument Packages 23
Returns 24
CLASSIFICATION OF SURVEY INSTRUMENT ITEMS 25
Board Instrument 25
Teacher Instrument 25

Cont'd/

DATA MANAGEMENT AND ANALYSIS 25
Board Instrument 25
Multiple choice and Short Answer Questions . . 28
Open ended Questions 29
Teacher Instrument 29
General Remarks 30
RESULTS AND DISCUSSION 31
BASIS FOR ESTIMATING EFFECTS 31
School Population, Enrolment Decrease, Severity of Program Problems, and Overall Effects . . . 31
Curriculum Management and Budget Allocation . . . 35
Curricular Responsibility Changes 35
Teacher Reduction: Total; by Division; by Subject Taught 38
Local Community Reaction 39
Imaginative Adjustments Already Made to Declining Enrolments 41
Protect Existing Program Alternatives 42
Program Modifications to Protect Overall Quality 45
Individual Schools 46
PROGRAM DIVERSITY: PRIMARY AND JUNIOR DIVISION CONTENT 46
Primary Division Areas of Competence Affected . . 47
Types of Program Affected 49
Changes in Overall Program 49
Changes in Amount of Classroom Time Spent by Students 49
Changes in Special Programs 49
Changes in Specialized Personnel 49
Junior Division Areas of Competence Affected . . 51
Types of Program Affected 51
Changes in Overall Program 51
Changes in Amount of Classroom Time Spent by Students 51
Changes in Special Programs 51
Changes in Specialized Personnel 54
Program Diversity *vs*. School Closure 54
PRIMARY/JUNIOR DIVISIONS GOALS 55
PROGRAM DIVERSITY: INTERMEDIATE/SENIOR DIVISIONS CONTENT 58
Intermediate/Senior Divisions Subject Categories Affected 61

Cont'd/

Types of Program Change 61
Changes in Overall Program 61
Changes in Diversity of Courses 61
Changes in Number of Levels 62
Changes in Number of Multiple Sections 62
Programs Diversity vs. School Closure 62
INTERMEDIATE/SENIOR DIVISIONS GOALS 64
CHANGES IN PROGRAM PRACTICES 66
Curriculum Management 66
Curriculum Services 68
Curriculum Development 68
Teachers 69
Students 70
SOLVING THE PROBLEMS 70
Curriculum Management 72
Curriculum Development 72
Teachers 73
SUMMARY 74
BASIS FOR ESTIMATING EFFECTS 74
The Task 74
Methodology 74
Findings 75
EFFECTS ON CONTENT AND GOALS 77
The Task 77
Methodology 78
Findings 79
CHANGES IN PROGRAM PRACTICE 84
The Task 84
Methodology 84
Findings 85
SOLVING SOME OF THE PROBLEMS 86
The Task 86
Methodology 86
Findings 86
SELECTED REFERENCES 89

Cont'd/

CONTENTS (CONT'D)

APPENDIX A 90

CODE AND BOARD ACTUAL AND PROJECTED ENROLMENT FIGURES 91

APPENDIX B 92

SAMPLES OF LETTERS TO DIRECTORS OF EDUCATION, AND CHAIRMEN OR SECRETARIES OF BOARDS OF EDUCATION . 93

APPENDIX C 98

FACSIMILE OF LETTER TO TEACHERS 99

LIST OF TABLES

TABLE

1. Distribution of Board and Teacher Returns by Ministry Region 23

2. Distribution of Board Returns by 1976 Enrolment . 24

3. Classification of Board Survey Instrument Items . 26

4. Classification of Teacher Survey Instrument Items 27

5. Severity of Declining Enrolment Problems According to School Enrolment Size 32

6. Overall Estimate of Effects of Declining Enrolments on Board Curricular and Instructional Components 34

7. Percentage of Total Budget for Professional Personnel Assigned to Implementing Ministry Guidelines 36

8. Percentage of Personnel and Facilities Budget Increase and Decrease in 1977 compared to 1976 and Projected to 1982 37

9. Number of Teacher Reductions: Total and According to Program Division 39

10. Local Community Reaction to Program Practice Changes 40

11. Board Descriptions of Local Communities' Current Attitudes toward Education 42

12. Location by Ministry Region of Individual Schools Reporting Innovative Adjustments to Declining Enrolments 46

13. Boards Experiencing and Expecting Any Program Effect of Declining Enrolments: Primary Division 48

14. Boards Experiencing and Expecting large Declining Enrolment Effects in Specific Types of Program Changes: Primary Division 50

15. Boards Experiencing and Expecting any Program Effect of Declining Enrolments: Junior Division 52

TABLE

16. Boards Experiencing and Expecting large Declining Enrolment Effects in Specific Types of Program Changes: Junior Division . . . 53

17. Primary/Junior Divisions Program Importance in Relation to School Closing 56

18. Estimated Effects of Declining Enrolment on Goal Achievement: Primary/Junior Divisions . . 57

19. Boards Experiencing and Expecting Any Program Effect of Declining Enrolment: Intermediate/ Senior Divisions 59

20. Boards Experiencing and Expecting Large Declining Enrolment Effects on Specific Types of Program Change 60

21. Intermediate/Senior Divisions Program Importance in Relation to School Closing 63

22. Estimated Effects of Declining Enrolments on Goal Achievement: Intermediate/Senior Divisions 65

23. Changes in Program Practices due to Declining Enrolments 67

24. Potential Value of Ideas for Actions to Offset the Effects of Declining Enrolments 71

SUMMARY TABLE

1. Ranked Expected Effects of Declining Enrolments on School Program: All Divisions 81

2. Boards Expecting Program Effects to become Better or Worse: All Divisions 83

INTRODUCTION

The steady decline in public school enrolment in Ontario and the range of ensuing problems resulted in the convening of the Jackson Commission of Declining School Enrolments.[1] One of the terms of reference from the Order-in-Council establishing CODE was that:

> ...the Commission shall enquire into, report upon, and make recommendations in respect of,...
> (b) The effect of declining enrolments on the ability of school boards to continue to provide a broad range of programs of recognized quality, including the provision of special education programs and services and programs of second language instruction;...[2]

The Task Force on Curriculum, composed of a chairman and an advisory committee drawn from academic and public circles, was organized to fulfil this term of reference. The purpose of the advisory committee was to identify major issues in the Task Force research area, to make recommendations on needed studies, and to advise on possible courses of action to meet the effects of declining school enrolments. The study which is reported here was initiated by the Task Force.[3] In this study, the principal problem was to determine the actual and expected effect of declining enrolments on the capability of school boards to provide diversity of school programs and to achieve Ontario's educational goals. This was seen to be at issue because the cornerstone of quality education in Ontario is "the philosophical commitment to the worth of the individual"[4] and the ensuing "policy of the Government of Ontario that every child have the opportunity to develop as

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[1] Abbreviated to CODE throughout this report.

[2] Ontario Order-in-Council, August 29, 1977.

[3] Other studies also reported to the Task Force on Curriculum. They are available as separate Working Papers of CODE.

[4] Ontario Ministry of Education, The Formative Years (Toronto: 1975), p. 4.

completely as possible in the direction of his or her talents and needs."[5] These features of Ontario education are accomplished through a curriculum marked by a diversity of offerings, and a wide and rich range of goals.[6] If declining enrolments now and in the future adversely affect boards' capability to offer program diversity and achieve curriculum goals, then Ontario schools cannot adequately meet individual student differences and provide equality of opportunity. Thus, there would be evidence that due to declining enrolments, the quality of education in Ontario is in jeopardy.

The central purpose of the study was to survey school board personnel on the actual and expected effects of declining enrolments on the capability of school boards to offer school programs of recognized quality. Four tasks defined the scope of the research:

1. To provide boards with a basis for estimating effects;
2. To determine the effects on the diversity of the content and goals of the Primary, Junior, Intermediate, and Senior program divisions;
3. To determine board and teacher opinion on changes in certain program practices influenced by declining enrolments; and
4. To obtain board and teacher ratings of the potential value of certain ideas for actions to offset some of the program problems resulting from declining enrolments.

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[5] Ibid.

[6] Particularly The Formative Years (1975) and Circular HS1 (1977/78)

METHODOLOGY

In accordance with the terms of reference of the Order-in-Council, information in this study was obtained primarily by analysis of a major survey of school board personnel. Teachers were surveyed with a subset of the same topics. Additional information was provided by continuing discussion with officials of the Ontario Teachers' Federation (OTF), the Ministry of Education, and with Task Force advisory and research personnel.

CONTENT OF SURVEY INSTRUMENTS

The board survey instrument was designed to provide a basis from which respondents could assess the actual and expected effects of declining enrolments on Ontario's diverse school programs and educational goals, including changes in program practice. In addition, board personnel were asked to evaluate some ideas for solving the problems. For purposes of this study teachers were surveyed in common with boards only in terms of the effects of declining enrolments on changes in program practice, and for the potential value of certain actions to solve some of the program problems created by declining enrolments. The reason for this limited survey was that individual teachers do not generally experience the array of program levels and content that board respondents know about.

Basis for Estimating Effects

Every board surveyed, with the exceptions noted below, received actual (1976-77 school year) and projected (1980-81 school year) elementary and secondary level enrolment figures

for that board. Boards were asked to use these figures as a basis for estimating the effects of declining enrolments on their schools' programs.

Enrolment data[7] decreases were obtained from the CODE Task Force on Basic Research Data.[8] At the time the figures were obtained enrolment data were available only for the county boards in the Western, Central, and Eastern Ministry regions. For other boards the available data covered a larger jurisdiction than the board itself. Enrolment data for East York, Etobicoke, North York, Scarborough, Toronto, and York Borough were combined and were available as a total figure. For northern Ontario, data were available by districts only. These were Algoma, Cochrane, Kenora, Manitoulin, Nipissing, Parry Sound, Rainy River, Sudbury, Thunder Bay, and Timiskaming. It was assumed that boards with regional but not board data would either make appropriate application to their situations, or, if available, use their own data. In such cases, boards were requested to enter their own actual and projected enrolment data if they were different from CODE's figures.

Teachers were not provided enrolment information because their names were available by school address rather than by board affiliation. Enrolment projections were not available for individual schools.

The first section of the board instrument contained several questions which aimed at the provision of a basis for estimating the effects of declining enrolment on program. These topics were enrolment decreases by school size and

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[7] See Appendix A, p. 91.

[8] See Ontario, The Commission on Declining School Enrolments in Ontario, The Missing Pupils in the Schools of Ontario Today and Tomorrow: A Statement of Conditions, Causes and Issues (Toronto: 1978), Appendix C, p. 1.

severity of overall effects, curriculum management and budget allocation, total teacher reduction as well as by division and content area, local community reaction, and imaginative adjustments already made to declining enrolments.

Program Diversity - Primary[9] /Junior[10] Divisions

Access to the effects of declining enrolments on program diversity in the Primary and Junior divisions was obtained by questions on two related dimentions: "areas of competence" taken directly from provincial policy in The Formative Years[11], and types of program change within areas of competence. Following are lists of the areas of competence and the types of program change.[12]

Seventeen Areas of Competence:

1. Arithmetic
2. Measurement
3. Geometry
4. Listening
5. Speaking
6. Reading
7. Writing
8. Drama
9. Music
10. Values
11. Decision-Making
12. Individual and Society
13. Science and Geography
14. Canadian Studies

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[9]Grades K-3.

[10]Grades 4-6

[11]As found in The Formative Years, pp. 6-23.

[12]See also Board Instrument I (BI), Section B: "Primary and Junior Division Content," available on file from the authors. Note that future footnote references to Board Instrument and section will be abbreviated to BI (B), and to Teacher Instrument and section as TI (A).

15. Visual Arts
16. Physical Education
17. Health

Four Types of Program Change: All the program expectations surrounding the areas of competence stipulated in The Formative Years evolved from the report of the Curriculum Revision Committee of the Primary-Junior Cyclic Review. During this review

> ...thousands of Ontario citizens -- teachers, parents, trustees, administrators, others--responded to the request for information and guidance through discussions, surveys, and briefs. The PIJI Curriculum Revision Committee made a synthesis of these ideas and identified, within the framework of present knowledge and ways of thinking about education in the early years, the kinds of school experience most likely to lead to the full development of each child's potential. The substantive ideas in the report form the basis of the present series of curriculum documents.[13]

Four types of program change that could retard the full development of each child's potential are:

1. Changes in overall program -- dropping or consolidating any of the program's areas of competence. Such changes could substantially reduce the availability of certain competencies for each child, thus affecting equality of opportunity.
2. Change in the amount of classroom time spent by students. A change in the amount of classroom time spent by students on any area of competence, e.g. reducing Geometry from thirty to twenty minutes, could interfere with the time needed by some individual students to grasp the subject competently.

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[13] Ontario Ministry of Education, Education in the Primary and Junior Divisions [EPJD] (Toronto: Ministry of Education, 1975), p. 3.

3. Change in special programs -- remedial, enrichment, and extra curricular activities. Program diversity means providing help and stimulation for all children, without which each child'd potential may not be adequately developed.

4. Change in specialized personnel -- availability of specially trained staff, e.g. librarians or special education teachers. Specialized personnel are the means for a board to provide the varied services necessary to program diversity. Reduction leads to jeopardizing meeting individual differences.

Based on CODE's actual and projected enrolment figures for their boards as a reference, respondents were asked to estimate the extent to which declining enrolments have influenced in the last three years and will influence in the next five years the four types of program change in the seventeen areas of competence. For example, respondents might estimate that in the last three years declining enrolments have had a major influence on the amount of classroom time spent by teachers on arithmetic, but that in the next five years it will have almost no influence.

Program Diversity - Intermediate[14]/Senior[15] Divisions

Access to the effects of declining enrolments on program diversity in the Intermediate and Senior divisions was obtained in board survey instrument question items on two interrelated dimensions: secondary school subject categories, and types of program change within subject categories. The school subject

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[14] Grades 7-10.

[15] Grades 11-13.

categories were taken from the outline provided in the Ministry of Education document Enrolment by Subjects and Guidelines[16]. This list is similar, but not identical, to the list of subject guidelines published in the secondary school policy document, Circular HS1. Following are lists of the subject categories and the types of program change.[17]

Forty-eight Subject Categories:

1. General and Multidisciplinary Studies
   - 1.1 Group Guidance
   - 1.2 Consumer Studies
   - 1.3 Classical Studies
   - 1.4 Canadian Studies
   - 1.5 Occupational General Shop
2. Official Languages
   - 2.1 English
   - 2.2 Francais
   - 2.3 French
   - 2.4 Anglais
3. Languages other than Official Languages
   - 3.1 Classical Languages
   - 3.2 German
   - 3.3 Italian
   - 3.4 Russian
   - 3.5 Spanish
4. Mathematics
   - 4.1 Applied Mathematics
   - 4.2 Pure Mathematics
5. Sciences
   - 5.1 Biology
   - 5.2 Chemistry
   - 5.3 Environmental Science
   - 5.4 Earth Sciences

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16 Ontario Ministry of Education, Enrolment by Subjects and Guidelines (Toronto: Information Systems and Records Branch, 1977), Table 6 subject categories, pp. 6-35.

17 See also BI(D): "Intermediate and Senior Division Content", available on file, from the authors.

- 5.5 General Science
- 5.6 Physics

6. Social Sciences
   - 6.1 Economics
   - 6.2 Geography
   - 6.3 History
   - 6.4 Family Studies
   - 6.5 Law
   - 6.6 Politics
   - 6.7 Religion

7. Arts and Physical Education
   - 7.1 Visual Arts
   - 7.3 Dramatic Arts
   - 7.4 Screen Education and Media Art

8. Business Studies
   - 8.1 Accounting
   - 8.2 Data Processing
   - 8.3 General Business
   - 8.4 Marketing and Merchandising
   - 8.5 Secretarial

9. Technological Studies
   - 9.1 Communication Arts, Technology
   - 9.2 Construction Technology
   - 9.3 Electrical Technology
   - 9.4 Food Services
   - 9.5 Maintenance Services
   - 9.6 Manufacturing Technology
   - 9.7 Materials Processes, Design
   - 9.8 Personal Services
   - 9.9 Textile Services
   - 9.10 Transportation Technology

Four Types of Program Change: In the Intermediate and Senior program divisions, the EPJD emphasis on developing each student's potential is repeated. Circular HS1 states that

> The primary purpose of a school is to help each student develop to the maximum his or her potential as an individual and as a member of society who will think clearly, feel deeply, and act wisely.
>
> A student's program should reflect his state of development as well as his expectations of achievement. Advice and information must be available to each student and to his parents regarding the courses best suited to his needs, interests, abilities, and goals for the future.[18]

Four types of program change that could retard the student's maximum development are:

1. Changes in overall program -- dropping or consolidating any of a program's subjects. Such changes could reduce the student's access to the particular courses best suited to him.

2. Changes in the diversity of courses -- different course credits offered in the same subject area, e.g., in grade 10 a credit could be offered in Creative Writing as well as English. Such a change could limit the student from pursuing learning experiences more finely tuned to his own developing and maturing academic capabilities.

3. Changes in the number of levels -- the same course credit offered at different levels of challenge, e.g., grade 9 History may be offered at "basic", "general", "advanced", or "enriched" levels. Reduction in levels could reduce a board's capability to provide equality of opportunity, and to meet individual student differences.

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[18] Ontario Ministry of Education, Circular HS1 1977-78 (Toronto: Ministry of Education, 1978), p. 1.

4. Changes in the number of multiple sections -- different sections of the same course credit may be offered at different times, e.g., in grade 12, sections of one Chemistry course might be offered at five different daily times. HS1 views "flexibility in scheduling [to] enable...students ...to take courses from which tye can derive maximum benefit."[19]

Based on CODE's actual and projected enrolment figures for their boards as a reference, respondents were asked to estimate the extent to which declining enrolments have influenced in the last three years and will influence in the next five years the four types of program change in each of the forty-eight subject categories.

Program Diversity vs. School Closure

Another aspect of program diversity is the importance attached to different content areas in the elementary and secondary level curricula. As school enrolment decreases, fewer elementary program areas of competence and fewer courses and course options in the secondary program can be offered. Schools have been reduced to one teacher; the one-room school. Some boards have been closing schools with the reason that adequate program could be offered no longer. However, it was not known at what point the loss of program was seen to outweigh the losses involved in closing a school and transferring its students.

To obtain views on this problem, respondents were asked[20] to rate each of the seventeen elementary level areas of

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[19] Ibid., p. 2.

[20] See BI(G), items 38.1-17 and 39.1-10; items 37.1-17 and 38.1-10, available on file.

competence and the ten[21] secondary level subject category headings above on a scale of which the extremes were:

1. Program components which they would not consider dropping under any circumstances as school enrolment decreases;

   and

5. Program components which could be dropped without serious loss to the quality of their overall program.

Provincial Curricular Goals

Access to the effects of declining enrolments on the achievement of Ontario's curricular goals was obtained in survey question items on goals cited in two Ministry curriculum policy documents. These were Circular P1J1: The Formative Years for the Primary and Junior divisions and Circular HS1 for the Intermediate and Senior divisions. Following are two lists of the goals as they are identified for grades K-6 and 7-13 respectively.

Primary/Junior Division:[22]

1. "To acquire the basic skills fundamental to one's continuing education"
2. "To develop and maintain confidence and a sense of self-worth"
3. "To gain the knowledge and acquire the attitudes that one needs for active participation in Canadian society"
4. "To develop the moral and aesthetic sensitivity necessary for a complete and responsible life"

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[21] In this survey item, Arts and Physical Education were separated into two subject categories, creating a total of ten, instead of the nine listed pp.

[22] Formative Years, p. 4.

Intermediate/Senior Division:[23]

1. Facilitating intellectual growth
2. Facilitating social growth
3. Facilitating moral growth
4. Facilitating physical growth
5. Facilitating emotional growth
6. Developing each student's knowledge
7. Developing each student's skills
8. Developing each student's aptitudes
9. Encouraging the imagination
10. Learning responsible decision-making

The instrument sections on goals[24] followed those on diversity of program. Thus, respondents were asked to estimate the extent that the types of program changes have influenced in the last three years and will influence in the next five years student achievement of the four curricular and ten educational goals specified in The Formative Years and HS1, respectively.

Change in Program Practices

Studies in Ontario and other Canadian provinces have shown that certain program practices, in addition to program content and goals, are in jeopardy due to declining enrolments. Sources of information were two opinion surveys conducted with Ontario supervisory officials, from the Northeastern[25] and Eastern Ministry[26] regions, opinions of Curriculum Task Force

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23 HS1 (1977-78), p. 1.

24 See BI(C): "Primary and Junior Division Goals," and BI(E): "Intermediate and Senior Division Goals", available on file.

25 K.A. Leithwood, "Responses from the Supervisory Officers of the Northeastern Ontario Region (11 Systems Represented)", (Feb., 1978). See CODE Working Paper #29.

26 K.A. Leithwood, "Discussion with Eastern Ontario Superintendents about the Effects of Declining Enrolments and Resources", (Feb., 1978). See CODE Working Paper #29.

researchers, the Canadian Teachers' Federation[27], the Manitoba Teachers' Society[28], and the Saskatchewan School Trustees' Association[29]. Additional information was found in board reports and briefs[30] to CODE.

As these changing practices could also affect the capability of boards to offer program diversity and to achieve curriculum goals, a section[31] was included in both the board and teacher survey instruments to obtain information on whether particular program practices were increasing, decreasing, or not changing for the last three and next five years. Following is the board instrument list of changing program practices culled from the information sources. Teacher instrument (TI) practices, where different, are noted.[32]

Curriculum management

1. Number of grades per classroom ("split grades")
2. Size of attendance boundary areas
3. Existence of middle schools (grades 7 and 8)/TI: Teachers as specialists (K-8)
4. Availability of resource staff (consultants, etc.)

25. Intervisitation/TI: Intervisitation among teachers

33. Availability of time for school administration

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27 Canadian Teachers' Federation, Report of the Seminar for Professional Development Officers of CTF and its Member Organizations on Declining Enrolments, (Ottawa: Nov. 27-29, 1977).

28 A. Reimer, Chairman, Report of Task Force on Declining Enrolments. The Manitoba Teachers' Society, (March 1975).

29 M.P. Scharf, A Report on the Declining Rural Population and the Implications for Rural Education, Saskatchewan School Trustees' Association, (Regina, 1974).

30 At the time of writing, more than 250 briefs from individuals and organizations have been submitted to the Commission.

31 See BI(F): "Program Changes", available on file.

32 For cross referencing convenience, items are numbered the same as in the survey instruments. Teacher survey item numbers, if different, appear in parenthesis.

5. Use of rotary at the elementary level
34. Number of department heads and vice-principals
36. Program integration
42. Follow-up on pre-school screening clinic diagnoses
40. Utilization of workshops/TI: Attendance at workshops
41. Utilization of conferences/TI: Attendance at conferences
43. Leaves of absence

Curriculum Services

11. Availability of an equipped resource centre
38. Availability of guidance services
39. Availability of librarians

Curriculum Development

7. Availability of innovative curriculum materials
37. Curriculum writing teams
8. Availability of equipment for industrial arts, music, science, and the arts
6. Teacher reliance on textbooks
9. Availability of reference books in classrooms
10. Ratio of purchased vs. locally developed materials
12. Availability of resources for:
    12.1 materials development
    12.2 implementing existing materials
    12.3 revising existing materials
13. Availability of individually prescribed curriculum materials for students
14. Availability of varied supplementary curriculum materials to use with Ministry program guidelines
15. Availability of resources for production of varied ability level curriculum materials
27. Experimental courses
35. Availability of bilingual programs

Teachers

22. Morale
23. As specialists (grades 9-13)
24. Reassignment to other schools
28. Workload
31. Innovative teaching strategies
32. Use of instructional grouping
(44) TI: Availability of P.D. opportunities
(45) TI: Freedom to choose your P.D. opportunities

Students

16. Field trips and excursions
17. Extra-curricular activities
18. Engaging in community service
19. Engaging in special programs with other community services
20. Engaging in special training outside the regular school programs
21. Drop-out rate
26. Student evaluation
29. Meeting individual student needs
30. Morale

Board and teacher respondents were asked to estimate the extent of decrease or increase due to declining enrolments in the above program practices, for both the last three and next five years.

Solving the Problems

Ideas about actions for solving some of the problems created by declining enrolments were collected from the same sources as those noted in the preceding section, "Change in Program Practices."

These actions could provide some of the solutions for maintaining the capability of boards to offer program diversity and to achieve curriculum goals during declining enrolments. A section[33] was included in both the board and teacher survey instruments in which respondents were asked to rate the potential value of the actions as solutions. Following is the list derived from information sources of board instrument ideas for actions, divided into three categories[34]. Teacher instrument (TI) ideas, where different, are noted.

Curriculum Management

1. Establish specialized schools (e.g., schools specializing in business education, technical education, the arts, etc.)
2. Make greater use of community resources (e.g., libraries, drama groups, newspapers, local industries)
5. Centralize facilities, staff, and students
6. Increase cooperation among neighbouring schools
8. Increase the number of split grades
35. Reduce the constraints of Bill 100/TI: Additional ideas
36. Reduce the constraints of Regulation 191/TI: Additional ideas
11. Offer an appropriate range of courses in a community rather than in each school
12. Make use of Department Heads' function as curriculum leaders for the entire intermediate division
13. Provide additional training to principals, department heads and superintendents in the skills necessary to manage the curriculum

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[33] See BI(G): "Solving the Problems", available on file.

[34] For cross referencing convenience, items are numbered the same as in the survey instruments. Teacher survey item numbers, if different, appear in parenthesis.

18. Increase public awareness of and involvement in establishing educational priorities
19. Offer non-university prerequisites on alternate years in secondary schools
20. Increase the curriculum responsibilities of principals
(22)21. Increase training in program evaluation for department heads, vice-principals, principals, coordinators, and superintendents
22. Implement job-sharing (two employees working for one salary)/TI: Omitted
24. Consolidate out-of-school curriculum administrative functions
25. Consolidate in-school administrative functions
26. Reduce use of Department Heads/TI: Omitted
(21) TI: Use government funds to free teachers for curriculum development

Curriculum Development

9. Develop curriculum jointly with other school boards
10.1 Share curriculum resources among school boards: materials
10.2 Share curriculum resources among school boards: personnel
14. Increase the number of classroom libraries
15. Use supply teacher funds to free teachers to develop local guidelines and other resources
(26)27. Reduce amount of board resources for curriculum development
(27)28. Increase detailed specification in Ministry Guidelines
(28)29. Reduce the number of Guideline areas and, thereby, the range of curriculum content
(29)30. Specify a core program for the elementary schools
(30)31. Specify a more extensive core program for secondary schools

(31)32. Increase the use of province-wide achievement testing

(32)33. Reduce the amount of time and effort spent by school boards on curriculum development

(33)34. Reduce the amount of time and effort spent by local boards "figuring out" Ministry guidelines

(34) TI: Additional ideas

Teachers

3. Make greater use of part-time teachers with specialist training in non-basic areas
4. Transfer of teachers with different specialties among schools, so program alternatives can still be offered
7. Increase professional development for teachers to provide them with alternative means for coping with the program effects of declining enrolments
16. Move principals more in the direction of being "head" or "master" teachers
17. Reduce the importance of seniority in tenure policies
23. Increase the use of part-time teachers

In addition, space was provided in the instrument for respondents' ideas.

DESIGN OF SURVEY INSTRUMENTS

Board Instrument

A preliminary draft of board Instrument I was designed and developed by the researchers. The structure of the instrument follows.

Part A) Basic Information
B) Primary and Junior Division Content
C) Primary and Junior Division Goals

D) Intermediate and Senior Division Content
E) Intermediate and Senior Division Goals
F) Program Change
G) Solving the Problems

This draft version was administered to eight curriculum department doctoral students all of whom had wide experience in research on curriculum and teaching. The eight students were asked to make notes and comments on the instrument. Interviews were held with the students to review their comments and to determine whether major areas had been omitted from the instrument. In addition, officials of the Ministry and the OTF and its affiliates gave generously of their time and insight when they were consulted about the draft version to ensure that the terminology was clear and that major areas had not been omitted. Suggestions and revisions from all these sources were incorporated in the final version of the instrument.

Teacher Instrument

Sections F, "Program Change" and G, "Solving the Problems," of board Instrument I were included as sections C and D in teacher survey instrument on Curriculum Change.

Officials of the OTF and its affiliates were consulted about the draft version to ensure that the board-oriented question items were appropriate for teacher respondents. The two sections were administered to a secondary school English department head to ensure that the terminology was clear. Suggestions and revisions from all these sources were incorporated into the final version of the instrument.

SURVEY PROCEDURE

Board Instrument

Respondents: A total of 193 school boards was identified in the Directory of Education 1977-1978[35]. Two packages of seven different board survey instruments were mailed special delivery to each of the 193 boards. One package was addressed to the board Chairperson, for information purposes, and the other package was sent to the Director of Education of the board, who was asked to coordinate responses from appropriate officials in his board to the various instruments.

Instrument Packages: In addition to Instrument I, six other board instruments were included, designed by researchers conducting other studies for the Task Force on Curriculum. Directors' survey instruments were numbered for convenient identification on return. Letters addressed with the intended recipient's name, explaining the purposes of all seven instruments and requesting a two-week turn-around period accompanied both instrument packages[36]. Each board Director also received a special delivery postage-paid return envelope.

Returns: The Task Force received forty-two messages from boards requesting an extension of the turn-around period. A letter was sent out approximately ten days after the original mailing, extending the turn-around period "over the next few weeks." Ninety sets of board instruments were received by the data analysis cut-off date. Non-respondents were not contacted, due to lack of time. Of the 103 remaining boards, five instrument sets came in after

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[35] Ontario Ministry of Education, Directory of Education 1977-78 (Toronto, 1977), pp. 6-7.

[36] See Appendix B for samples of each letter.

the data analysis cut-off date, seven addressees were hospital boards for which, according to one administrator[37], declining enrolments were not causing problems, as was the case with five Canadian Forces Base boards. Six boards said their enrolment was not declining, four boards said they did not have the personnel or the time to respond, one Canadian Forces Base board wrote they had no students enrolled, and one board thought the survey instrument items were irrelevant. In addition, thirty-four northern Ontario boards with school enrolments under 1,000[38] students did not return the packages. Six such boards specifically noted that their programs were not sophisticated enough to merit responding. It is likely that this latter reason accounts for most of the non-returns among these thirty-four small boards. There are no reasons known for the absence of the other forty of the 103 non-respondent boards.

Thus, of the 193 board instrument sets mailed, there are various reasons to account for fifty-eight non-respondents either not experiencing declining enrolments or not feeling the effects of declining enrolments in the forms envisioned in the question items of the survey instruments. Therefore, expected returns for a survey on declining enrolments could reasonably be 193 minus 58 or 135 boards. The 90 returns which are included in the data represent two-thirds of these 135 boards.

The 90 board returns represent a good distribution from the six Ministry regions throughout Ontario. The distribution by Ministry region of the 90 boards follows in Table 1.

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[37] Phone call to Curriculum Task Force April 14, 1978.

[38] Actual, but not projected, enrolment data for northern Ontario boards became available after the survey instruments were mailed.

TABLE 1

DISTRIBUTION OF BOARD AND TEACHER RETURNS
BY MINISTRY REGION

Region	BI Returned N	BI Returned %[a]	TI Returned[b] N	TI Returned %
Central	30	33	351	68
Eastern	9	10	25	5
Midnorthern	11	12	20	4
Northeastern	14	16	14	3
Northwestern	16	18	44	9
Western	10	11	60	12
	Σ =90	Σ =100	Σ =514	Σ =100

[a] All percentage tabulations in this report are rounded to the nearest whole percent, with decimal 5 rounded up.

[b] On twenty-three returns regional identification was unavailable.

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The distribution of board returns by approximate enrolment for 1976 follows in Table 2.

Boards which indicated problems due to declining enrolments also indicated having 1976 enrolments that totalled 959,351 children, or 48.6% of the public and separate school enrolment in Ontario.

Teacher Instrument

Respondents: A total of 1,062 teachers was randomly selected by the OTF computer from OTF membership lists.

Instrument Packages: One thousand and sixty-two copies of the Curriculum Change teacher instrument were mailed. The instruments were numbered to identify teachers who did not return their copies. A letter from OTF officials[39] explaining the purposes of the study and requesting a two-week turn-around period accompanied the instrument. Each teacher also received a postage-paid return envelope.

39 See Appendix C, p. 99, for a facsimile of the letter.

TABLE 2

DISTRIBUTION OF BOARD RETURNS BY 1976 ENROLMENT

1976 Enrolment	No. of Boards in Sample[a]	No of Boards indicating no program effects	
50,000 - 93,000	4	0	
35,000 - 49,999	4	1	
20,000 - 34,999	9[b]	1	
10,000 - 19,999	12	2	
1,000 - 9,999	37[b]	0	
<1,000	20	7	
	=86[c]	11	
TOTAL INDICATED[d] 1976 ENROLMENT:	1,054,453	minus 95,102 =	959,351

[a] No. of boards indicating program effects, whether overall enrolment is declining or not.

[b] Contains one board for which only secondary school enrolment available.

[c] Enrolment statistics unavailable for four boards.

[d] See Appendix A, pp. 91.

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Returns: Five hundred and thirty-seven responses were received by the data analysis cut-off date. Of the 525 non-respondents, eight came in after the cut-off date. No attempt was made to contact the other non-respondents due to lack of time. The 537 replies which are included in the

data represent a 51% return. The distribution of teacher returns by Ministry region is tabulated in Table 1. A comparison of board and teacher distributions indicates that the largest percentage of returns is from the Central region. Further comparison is not undertaken for this report as the data were not cross-tabulated by Ministry region.

CLASSIFICATION OF SURVEY INSTRUMENT ITEMS

Board Instrument

Table 3 classifies board instrument question items according to section, topic, and item number.

Teacher Instrument

Table 4 classifies teacher instrument question items relevant to this study according to section, topic, and item number.

DATA MANAGEMENT AND ANALYSIS

A sub-contract for data management and processing of all the survey instruments was let by the Task Force on Curriculum to a team of consultants.

Board Instrument

Questions asked of Boards were of three types:

A. Multiple-choice questions with pre-coded responses;
B. Short-answer questions which had numerical quantities as responses; and
C. Open-ended questions with unstructured responses.

TABLE 3

CLASSIFICATION OF BOARD SURVEY INSTRUMENT I ITEMS[a]

SECTION	TOPIC	ITEM NO.
A) Basic Information (Basis for Estimating Effects)	Identification	1a, 2
	School population size, enrolment decrease, and program problems, overall effects	3-5
	Curriculum management and budget allocation	6a-7, 13, 15
	Teacher reduction; total; by division; by subject taught	11
	Local community reaction	12, 14
	Imaginative adjustments made to declining enrolments	8-10
B) Primary and Junior Division Content	Primary division areas of competence and types of program change	
	Last 3 years	1A-17D
	Next 5 years	1E-17H
	Junior division areas of competence and types of program change	
	Last 3 years	1A-17D
	Next 5 years	1E-17H
	Program diversity vs. school closure	Section G: 38.1-38.17
C) Primary and Junior Division Goals	Last 3 years	1-4
	Next 5 years	1-4
D) Intermediate and Senior Division Content	Subject categories and types of program change	
	Last 3 years	1.1A-9.10D
	Next 5 years	1.1E-9.10H
	Program Diversity vs. school closure	Section G: 39.1-39.10
E) Intermediate and Senior Division Goals	Last 3 years	1-10
	Next 5 years	1-10
F) Program Change	Curriculum management	1-5, 25, 33, 34, 36, 40-43
	Curriculum services	11, 38, 39
	Curriculum development	6-10, 12.1-15, 27, 35, 37
	Teacher	22-24, 28, 31, 32
	Students	16-21, 26, 29, 30
G) Solving the Problems	Curriculum management	1, 2, 5, 6, 8, 11-13, 18-22, 24, 25, 27, 29, 32, 34-36
	Curriculum development	9-10.2, 14, 15, 28, 30, 31, 33
	Teacher	3, 4, 7, 16, 17, 23, 26

[a] This instrument is on file and is available on request.

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TABLE 4

CLASSIFICATION OF TEACHER SURVEY INSTRUMENT ITEMS[a]

SECTION	TOPIC	ITEM NO.
C) Program Change	Curriculum management	1, 2, 4, 5, 33, 34, 36, 42
	Curriculum development	6-10, 12.1-15, 27, 35, 37
	Teachers	3, 22-25, 28, 31, 32, 40, 41, 43-45
	Students	16-21, 26, 39, 30
D) Solving the Problems	Curriculum management	1, 2, 5, 6, 8, 11-13, 18-20, 22, 24-26, 28, 31, 33
	Curriculum development	9-10.2, 14, 15, 21, 27, 29, 30, 32
	Teachers	3, 4, 7, 16, 17, 23
	Program diversity vs. school closure[b]	
Addendum	Elementary level	37.1-37.17
	Secondary level	38.1-38.10

[a] This instrument is on file and is available on request.

[b] Although it was thought that individual teachers would not have sufficiently varied content experience to answer question items on all seventeen elementary level areas of competence and forty-eight secondary level subject categories, it was felt that each teacher would have an opinion on the point that the loss of particular content areas was seen to outweigh losses in closing a school.

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Multiple choice and Short answer questions: These two types of questions were handled similarly. The pre-coded responses (or quantities) were entered by hand on standard 80-character-per-line coding forms. Completed forms were sent to a commercial keypunching service (Datagroup Ltd.). At first standard punched cards were produced, which were then read into the OISE computer (a Digital Equipment Corporation DECsystem-10) and stored on disk; but after the first two or three batches of cards it was found more economical to enter data directly into disk files, copy these to magnetic tape, and read the tape into DEC10 disk files.

The questions generated potentially 78 records ("cards") per Board representing some 2,000 variables. The data were sorted into 30 separate files by record number. A single data file would have been too large to deal with in total, because visual editing and checking of the data are by far easiest when the data records inspected are all of the same format, and because the Task Force anticipated dealing (for the most part) with information no more complex than simple frequency distributions and summary statistics. Within each file, records were sorted by Board identification number.

SPSS command files were prepared, one for each data file, containing complete data descriptions, including variable labels for all variables and value labels where the responses were pre-coded, and FREQUENCIES procedures. Variable names were chosen in a systematic way to be unique with respect to all data files, so that data files and SPSS command files could subsequently be merged in any desired combination for relational analyses, e.g. correlations, cross-classification tables, scatterplots, breakdowns, etc., in a fairly mechanical way without introducing ambiguities in variable names.

SPSS output files from these command files were printed in five copies and then stored on microfiche, to facilitate disseminating as complete information as possible. Data files and SPSS command files were placed in permanent storage on magnetic tape, using the ARCHIVE facility of the DEC10, to facilitate retrieval of the raw information for subsequent secondary analyses.

Open ended questions: Responses to these questions were transcribed verbatim into disk files referred to as "comment files," including Board identification and question number for each response. Additional comments written in by respondents in regard to other questions were treated in the same way.

The comment files were also ARCHIVed to magnetic tape for storage, as well as having been printed in one copy.

Teacher Instrument

Questions were mainly of the multiple-choice variety with pre-coded responses, with only one or two open-ended questions and some short-answer questions with quantitative responses. Multiple-choice responses were handled just as for the Board questionnaire: coded responses were entered onto standard coding forms from which they were transcribed to disk by the keypunching service, copied to magnetic tape, and then read into DEC10 disk files.

Responses to open-ended questions were not transcribed, nor were written-in comments.

General Remarks

Originally it had been intended to send the returned questionnaires directly to the keypunching service, without transcribing all responses to coding sheets. The decision to transcribe was taken for several reasons:

(1) Upon analysis of the pre-coding printed on the Board questionnaires, it was found that insufficient space was allowed to identify every record not only by Board number but also by Ministry of Education region code.

(2) For some questions, inadequate space was allowed to record the information requested; for others, multiple responses were possible and additional space was required to accommodate the possibilities.

(3) Upon examining some of the returns, fractional quantities were found where integers had been expected.

(4) Questionnaires sent out to be keypunched could imaginably be lost en route. A lost coding form is merely bothersome; a lost questionnaire is irreplaceable.

(5) Other information on the questionnaire (hand-written comments, e.g.) would be inaccessible while the questionnaire is out at the keypunching service.

The effects of (1) to (3) would have required elaborate written instructions to the keypunch service (probably needing clarification in telephone calls), which in turn could be expected to result in higher error rates and slower throughput than otherwise, thus exacerbating the effects of (5).

RESULTS AND DISCUSSION

The results are discussed according to the sections and topics combined from Tables 3 and 4.

BASIS FOR ESTIMATING EFFECTS

In addition to contributing to a perspective orienting respondents to program effects of declining enrolments, the topics in section A yielded data to orient the researchers broadly to the results in succeeding sections.

School Population, Enrolment Decrease, Severity of Program Problems, and Overall Effects

Board respondents were asked to indicate the numbers of their elementary and secondary schools of certain enrolment sizes, and then to estimate in which sizes of schools declining enrolment problems had been most severe in the last three years and would be most severe in the next five years. The results follow in Table 5.

At the elementary level declining enrolment has been most severe in schools with fewer than 100, and between 100 and 349 students, as is indicated by 47% of boards with schools in the former category and by 60% of boards with schools in the latter. In addition, more than one-quarter of boards have experienced severe program problems due to declining enrolments in each of elementary schools sized 350 to 499 and 500 to 649. In schools with more than 650 students only 10% of boards note severe problems.

On the whole, for the next five years boards do not expect much change in elementary level program problems due to declining enrolment. A slight increase in the number of boards expecting problems is seen in schools of the 100 to 349 and 350 to 499 students, and a slight decrease is seen in

TABLE 5

SEVERITY OF DECLINING ENROLMENT PROBLEMS
ACCORDING TO SCHOOL ENROLMENT SIZE

Distribution of Schools by Enrolment Size				Estimated Problem Severity			
				Last 3 Years		Next 5 Years	
Elementary Sizes	f schools	% schools	N Boards[a]	N Boards	% Boards[b]	N Boards	% Boards
< 100	141	6	59	28	47	27	46
100-349	1,236	55	73	44	60	47	64
350-499	515	23	57	15	26	18	32
500-649	238	11	42	12	29	8	19
> 650	116	5	21	2	10	2	10
	Σ = 2,246	100		101[c]	172	102	171
Secondary							
200	13	4	10	1	10	3	30
200-499	51	15	22	8	36	11	50
500-799	69	20	31	8	26	12	39
800-1,199	107	31	36	10	28	16	44
1,200	109	31	35	5	14	7	20
	Σ = 349	101		32	114	49	183

[a] N indicates number of boards with schools of these sizes

[b] Percentages are calculated on appropriate school enrolment size board N, e.g. in the last three years, in elementary school size <100, 28 out of 59 boards, or 47% had severe declining enrolment problems, while over the next five years, 27 out of 59 boards, or 46%, expect severe problems.

[c] The number of boards exceeds the number of survey returns as the item requested multiple response if more than one school size per board experienced severe declining enrolment problems.

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sizes less than 100. A larger decrease in anticipated problems is seen in sizes 500 to 649.

In the next five years declining enrolments in the secondary schools are expected to be most severe in the same school size categories as in the past three years. However, the percentage of boards expecting problems increases from 36% to 50% in schools sized 200 to 499, from 26% to 39% in schools sized 500 to 799, and from 28% to 44% in schools sized 800 to 1,199. Program problems in schools under 200 in the next five years are expected by 30% of boards as opposed to only 10% of boards in the last three years. Additionally, program problems in schools over 1,200 were experienced by 14% of the boards in the last three years whereas in the next five years 20% of boards expect severe program problems due to declining enrolments.

Thus, at the elementary level, severe program problems due to declining enrolments have been experienced in the last three years by between 30 and 60% of school boards in all but the largest schools, particularly in the two smaller size categories. Over the next five years, with the exception that fewer boards expect problems in schools sized 500 to 649, the percentage of boards anticipating severe program problems due to declining enrolments remains almost identical to the last three years.

At the secondary level, severe program problems due to declining enrolments have been experienced in the last three years by between 10 and 36% of boards. During the next five years, the range of percentage of boards expecting severe program problems due to declining enrolments increases to 20 to 50%. In addition the school size with which the fewest boards experienced declining enrolment proglems shifted

from under 200 in the past three years to over 1,200 in the next five years. Thus, program problems due to declining enrolments in secondary schools are least expected by boards to occur in big schools.

Board respondents were asked to give an overall estimate of the effects of declining enrolments on the curricular and instructional components of their board. The results follow in Table 6.

TABLE 6

OVERALL ESTIMATE OF EFFECTS OF DECLINING ENROLMENTS ON BOARD CURRICULAR AND INSTRUCTIONAL COMPONENTS

(N = % of Boards)

	LAST 3 YEARS					NEXT 5 YEARS				
	no effect	little effect	moderate effect	major effect	not applicable	no effect	little effect	moderate effect	major effect	not applicable
%	29	37	22	7	4	14	18	33	29	7

* * * * * * * * * * * * *

In the last three years 29% of boards reported that declining enrolments have had no effect on their curricular and instructional components. However, over the next five years only 14% of boards expect no effects. This trend is also evident in boards experiencing little effect. In the last three years 37% reported little effect whereas in the

next five years only 18% anticipate little effect. Correspondingly, boards expecting moderate effects of declining enrolments on curricular and instructional components increase from 22% to 33% and those anticipating major effects increase from 7% to 29%. On the other hand, boards for which declining enrolment effects are not applicable increase from 4% to 7%.

Curriculum Management and Budget Allocation

Board respondents were asked to describe changes at least partially attributable to declining enrolments in their boards' organizational structure among groups or individuals with curricular responsibility. A list of the changes follows.

Curricular Responsibility Changes:

Probable twinning of two smaller schools, i.e., eliminate one principal.
Gradual reduction of consultants.
Reduction in number of superintendents from twelve to eight as have fewer new teachers.
Possible consolidation of two superintendencies through attrition.
Consultants teach half-time as well as consulting.
Assumption of resource personnel responsibilities by superintendents who will report to the superintendent of program re curriculum development.
Combining school boards.
May have to eliminate program supervisor position.
More involvement of curriculum personnel on committees.

Respondents were asked to estimate the percentage of their total professional personnel budget assigned to the

implementation of Ministry guidelines, including the development, implementation, and evaluation of program. Results follow in Table 7.

TABLE 7

PERCENTAGE OF TOTAL BUDGET FOR PROFESSIONAL PERSONNEL ASSIGNED TO IMPLEMENTING MINISTRY GUIDELINES ($\frac{\%\ \text{BUDGET}}{\%\ \text{BOARDS}}$)

0-5	6-10	11-15	16-20	21-25	26-30	31-35	36+
52	14	11	8	3	0	5	5

* * * * * * * * * * * * *

More than half the boards allocate between 0 and 5% of their total budgets for professional personnel implementing Ministry curriculum guidelines. Another 25% of boards allocate between 6 and 15%, and 11% of boards allocate between 16 and 25%. Only 10% of boards indicated allocating a third or more of their total budgets for the implementation of Ministry curriculum guidelines.

Respondents were asked to estimate the percentage of personnel and facilities budget increase and decrease in 1977 compared to 1976, and projected to 1982. Results follow in Table 8.

In 1977 compared to 1976, for the personnel category, more than 90% of boards allocated an average 9% increase. However, 6% of boards experienced an average 16% decrease.

TABLE 8

PERCENTAGE OF PERSONNEL AND FACILITIES BUDGET INCREASE AND DECREASE IN 1977 COMPARED TO 1976 AND PROJECTED TO 1982

	1977 vs. 1976				1977 - 1982			
	INCREASE		DECREASE		INCREASE		DECREASE	
	% Boards	Avg. % increase	% Boards	Avg. % decrease	% Boards	Avg. % increase	% Boards	Avg. % decrease
Personnel								
Teaching	95	10	5	12	89	24	11	14
Administrative	93	7	7	7	85	27	15	15
Support	91	10	9	13	90	24	10	14
Non-professional	95	9	5	31	85	22	15	22
Average	94	9	6	16	88	24	12	16
Facilities								
Equipment	81	19	19	8	82	18	18	14
Supplies	86	13	14	7	79	21	21	13
Instructional Materials	86	9	14	18	78	21	22	12
School Plant	89	11	11	17	82	23	18	18
Average	86	13	14	13	79	21	21	14

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For the facilities category nearly 90% of boards allocated an average increase of 13%. An average decrease of 13% was allocated by an average of 14% of boards.

Projecting to 1982 in comparison with 1977, nearly 90% of boards anticipate alloting an average personnel budget increase of 24%, while 12% of boards expect to allocate an average decrease of 16%. For facilities, nearly 80% of boards expect to allot an average increase of 21%, while 21% of boards expect to allocate an average decrease of 14%.

Overall, personnel budget allocation increases have been constant and are expected to enlarge by approximately 90% of boards until 1982. Facilities budget allocation is expected to enlarge over the next five years, but by fewer boards. Nearly one-quarter of boards expect a decrease in facilities budget allocation by 1982.

Teacher Reduction: Total; by Division; by Subject Taught

Board respondents were asked to indicate teacher reductions in the last three years and projected over the next five years according to total number in each division, and number in twelve subject-matter areas. The number of boards indicating teacher reductions in subject-matter areas was very low. Comments written on the survey instruments that account for this were "time does not permit a detailed analysis," "information is not available," "unpredictable," and "not feasible to predict according to program." The results for total reductions and reductions according to division follow in Table 9. Boards tend to know their total reductions better than reductions by division and subject-matter area. Thus the sum of division reductions in Table 9 do not match total reductions.

TABLE 9
NUMBER OF TEACHER REDUCTIONS:
TOTAL AND ACCORDING TO PROGRAM DIVISION

	LAST 3 YEARS[a]	N[b]	NEXT 5 YEARS	N	5 YR.:3 YR. RATIO
Total	1,818	40	4,131	48	2.3:1
Divisions:					
Primary	464	25	858	36	1.8:1
Junior	498	27	920	38	1.8:1
Intermediate	134	19	899	34	6.7:1
Senior	178	7	582	22	3.3:1

[a] N = number of teachers

[b] N = number of boards responding

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Local Community Reaction

Board respondents were asked to estimate local community reaction to certain changes in program practice. Results in which response categories "no" and "little reaction" have been added together under "small reaction", and "moderate" and "major reaction" under "large reaction", follow in Table 10. In the table, program practices are ranked from greatest per cent of boards to smallest per cent indicating "large reaction."

Most boards estimate their local communities would have a large reaction to closing either level public school, to a reduction in elementary school mathematics, language arts, and sciences, and to a reduction of elementary level special education. Many boards estimate their local

TABLE 10

LOCAL COMMUNITY REACTION TO PROGRAM PRACTICE CHANGES

(N = % Boards)

RANK		SMALL REACTION	LARGE REACTION
1.	Closing an elementary school	4	83
2.	Reduction in mathematics in elementary schools	21	67
3.	Closing a secondary school	4	64
4.	Reduction in special education at elementary schools	16	61
5.	Reduction in language arts in elementary schools	21	59
6.	Reduction in sciences in elementary schools	27	53
7.	Reduction in technological studies at secondary schools	17	49
8.	Reduced program options at secondary schools	20	47
9.	Reduction in business studies at secondary schools	23	45
10.5.	Reduction in physical education in elementary schools	38	42
10.5.	Reduction in library services at elementary schools	37	42
12.	Reduction in library services at secondary schools	29	39
13.5.	Reduction in counselling at secondary schools	28	38
13.5.	Reduction in special education at secondary schools	29	38
15.	Specification of an elementary core program	50	36
16.	Reduction in second and third languages at secondary schools	35	35
17.	Reductions in creative arts in elementary schools	48	34
19.5.	Reduction in social sciences at secondary schools	37	33
19.5.	Specification of a secondary core program	39	33
20.	Split grades in elementary schools	57	31
21.	Reduction in counselling at elementary schools	59	17

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communities would have a large reaction to a reduction in program options generally, and in technological and business studies particularly, at the secondary school level. Many boards estimate a large reaction to elementary level reduction in physical education and library services and to secondary level reduction in counselling and special education. Fewer boards estimate large local community reaction to specification of an elementary and secondary core program and to reduction in second and third languages at the secondary level. The least number of boards estimate large community reaction to split grades and reductions in counselling at the elementary level.

A write-in list from boards of other program activities that result in large community reactions follows.

Study of closure of secondary school.
Boundary changes.
Expanding French as a second language while dropping Industrial Arts.
Twinning of schools.
Bus service.
Proposed elimination of Home Economics and Industrial Arts in elementary schools.

Board respondents were also asked to describe their communities' present attitudes toward education. Results follow in Table 11.

Imaginative Adjustments Already Made to Declining Enrolments

Three open-ended questions were asked to find boards and individual schools that have already made innovative and imaginative adjustments to declining enrolments. Lists were requested for a) specific adjustments to protect existing program alternatives, b) specific program modifications which protect overall program quality, and c) individual schools including principals' names and phone numbers (for possible follow-up). Resulting lists follow.

TABLE 11

BOARD DESCRIPTIONS OF LOCAL COMMUNITIES' CURRENT ATTITUDES TOWARD EDUCATION

(N = % Boards)

Energetic and inventive	0
Interested and helpful	59
Doubtful and questioning	16
Apathetic	19
Angry and critical	0
Other	8[a]

[a] Other descriptions included "interested, questioning and critical," "a large silent majority," "they lose their apathy when tax time rolls around. Some parents are very interested. The majority are apathetic... they trust the schools to do a good job."

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Protect existing program alternatives:

1. The return of consultants to classroom teaching.
2. The use of parent volunteers.
3. About 30% of teachers actively engaged in board-wide curriculum development and implementation on a voluntary and unpaid basis.
4. Summer writing teams paid by small honoraria.
5. Elementary/secondary liaison committee composed of teachers, board members, and director.
6. Zone program committees to aid in scaling down secondary school programs while still offering options at one location per zone.
7. Itinerant teachers.
8. Special P.D. training for one teacher so he/she can assist other teachers.
9. Closed schools.

10. Changed boundaries.
11. Retrain teachers for family of schools grouping.
12. Stimulate teachers to gain competencies outside their specialties.
13. Each principal, except in two large situations, has two small schools or one school and a county-wide program to administer.
14. Use of classroom teachers to develop programs.
15. Pay all elementary principals on same scale regardless of school size. Principals of small schools would then be assigned specific county curriculum responsibilities, rather than having special resource personnel.
16. Twinning schools by guidance counsellor and remedial teacher.
17. Encourage credentials in French among all staff.
18. Specify program needs in surplus procedures so that program needs are not forgotten.
19. Special Education Resource Unit employing two former special education teachers full time.
20. Return of co-ordinators to the classroom.
21. Twinning curricular responsibilities of co-ordinators.
22. Replacement of teacher-librarian role by library technicial role.
23. Introduction of Junior Kindergarten.
24. Alternative evening class programs.
25. Extensive P.D. and use of workshops for teacher "updating."
26. Expanded library services, special education services.
27. Use of half-time teachers for single semester.
28. In semestered schools some department heads teach more periods in one semester than another.
29. Leaves of absence for some fifteen-year teachers.

30. Lowering pupil-teacher ratio.
31. Conduct morning senior kindergarten and afternoon junior kindergarten to be able to keep programs with small enrolments.
32. Increased or total teaching time for some principals and assigning general curriculum development duties to one or two principals for the school system.
33. Term appointments for consultants and coordinators.
34. One superintendent position is rotated among principals.
35. Short-term appointments in special areas, e.g. elementary school guidance.
36. One teacher offers a subject at both elementary and secondary schools.
37. Some use of consultative staff to do non-related administrative work.
38. Use of teaching staff to put on curriculum implementation workshops for other local teachers.
39. Greater teacher curriculum time allotment in school rather than hire coordinators.
40. Two teachers per school sent to other boards for P.D. work. On return they set up models in their own classes for local teachers to visit. Emphasis is on organizational development and methodology.
41. Establishment of extra-curricular budget in schools with low enrolment and budget.
42. Larger classes.
43. Staff allocation left to local principal.
44. Board policy "viable administrative unit be considered 200 pupils."
45. Limit multigrade classes to a maximum of three grades -- ("split grades").

46. Combining classes of levels of challenge at the secondary school, e.g. Math 140 and 150 -- ("split levels").
47. Flexible staffing policy: one teacher equals two teacher aides.

Program Modifications to Protect Overall Quality:

1. Integrating levels of challenge of secondary school electives.
2. Teachers required to prepare lessons at three or four levels in one or two subjects.
3. Program flexibility -- 10 period day, 36-minute periods. 6-day cycle.
4. Intensive effort by guidance departments.
5. French language advisory committee.
6. Dropping certain electives.
7. With increased space available have improved library facilities and program and special education.
8. Occupation courses offered in alternative years.
9. Instructional grouping.
10. Changed double options to single options.
11. Recombining core and options from different grades in Social Studies, Sciences, and Religion.
12. Reduction of rotary in P.E. or science to provide improved special education. Each teacher reassumes responsibility for science and P.E.
13. Semestering helps concentrate program choices.
14. Put small enrolment courses like languages other than official in one school.
15. Addition of remedial class.
16. Make program decisions out of central office.
17. Designate some schools as specialized for languages, math and science, etc.

18. Well-defined objectives and carefully designed courses can provide for educational aims being met through more than one discipline.
19. Reduction of time for lunch.
20. Full day and multiple entry kindergarten eliminated.
21. Intermediate division students working with Primary division students for remediation, enrichment, self-esteem.

Individual Schools:

Nineteen individual schools were identified. They are located by Ministry region in Table 12.

TABLE 12

LOCATION BY MINISTRY REGION OF INDIVIDUAL SCHOOLS REPORTING INNOVATIVE ADJUSTMENTS TO DECLINING ENROLMENTS

Region	No. of Schools
1. Central	8
2. Eastern	3
3. Midnorthern	4
4. Northeastern	1
5. Northwestern	3
6. Western	0
TOTAL	19 [a]

[a] These schools are on file and may be retrieved upon request.

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PROGRAM DIVERSITY: PRIMARY AND JUNIOR DIVISION CONTENT

Based on CODE's actual and projected enrolment figures for their boards, respondents were asked to estimate the extent to which declining enrolments have influenced in the last three years and will influence over the next five

years four types of program change in seventeen "areas of competence".[40]

Primary and Junior division results follow in Tables 13 and 14, and 15 and 16, respectively. Tables 13 and 15 tabulate the number of boards affected by declining enrolment which report "small", "moderate", and "major" effects in any of the four types of program change. These totals are represented as percentages to provide a consistent basis for comparison.

Tables 14 and 16 are based on total board respondents reporting "large" declining enrolment effects in each of the four types of program change. "Large" is the sum of "moderate" and "major" influences in the survey instrument. If the number of boards estimating no effects were removed from this total, then results would have been an average of 30% higher, over the next five years, as reflected in Tables 13 and 15.

Primary Division Program Areas of Competence Affected

According to Primary division results in Table 13, in the last three years nearly two-fifths of boards reported negative effects of declining enrolments on program. This proportion jumps to nearly two-thirds of boards expecting negative effects over the next five years. In the primary division, creative arts (67% of boards) and language arts (67%) are most likely to be affected. Specific areas of competence most likely to be affected are arithmetic (75%), music (73%), reading (69%), speaking (67%), and physical education (66%).

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40 Formative Years, pp. 6-10, 17-23.

TABLE 13

BOARDS[a] EXPERIENCING AND EXPECTING ANY PROGRAM EFFECT OF DECLINING ENROLMENTS: PRIMARY DIVISION

PROGRAMS AFFECTED	BOARDS AFFECTED (N)		BOARDS AFFECTED (%)	
	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS
CREATIVE ARTS[b]				
DRAMA	69	69	38	64
MUSIC	70	70	47	73
VISUAL ARTS	69	67	36	64
PHYSICAL EDUCATION	70	68	44	66
AVERAGE:	70	69	41	67
LANGUAGE ARTS				
LISTENING	72	72	40	65
SPEAKING	70	72	41	67
READING	71	71	44	69
WRITING	71	71	39	65
AVERAGE:	71	72	41	67
MATHEMATICS				
ARITHMETIC	71	71	49	75
MEASUREMENT	71	71	37	61
GEOMETRY	70	70	37	63
AVERAGE:	71	71	41	66
SCIENCES				
SCIENCE & GEOGRAPHY	69	67	38	63
HEALTH	69	67	35	57
AVERAGE:	69	67	37	60
SOCIAL SCIENCES				
VALUES	68	68	37	57
DECISION MAKING	68	68	32	57
INDIVIDUAL & SOCIETY	66	66	35	59
CANADIAN STUDIES	69	67	38	60
AVERAGE:	68	67	36	58
TOTAL AVERAGE:	70	69	39	64

[a] Based on all boards indicating any effect.

[b] Areas of competence are arranged under subject headings to facilitate summary comparison across all four program divisions. See summary Table 1, p. 81.

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Types of Programs Affected

According to Table 14, boards reported expecting the following types of programs to be affected in the next five years.

Changes in overall program: An average of 22% of boards expect programs to be dropped or consolidated. Specific areas of competence most likely to be affected were music (29% of boards), drama, physical education, writing (26%) and visual arts (25%).

Changes in amount of classroom time spent by students: An average of 23% of boards expect changes in the amount of time spent in class by students on particular areas of competence. Specific areas most likely to be affected are music (34% of boards), visual arts (28%), values, decision-making (26%), and speaking and reading (25%).

Changes in special programs: An average of 40% of boards expect changes in the availability of remedial, enrichment, and extra-curricular activities. Specific areas most likely to be affected are arithmetic (52% of boards), reading (49%), speaking (46%), music (45%), listening (44%), writing (42%), physical education, geometry (41%), and drama (40%).

Changes in specialized personnel: An average of 37% of boards expect changes in the availability of specially trained staff, such as librarians or special education teachers. Specific areas of competence most likely to be affected are arithmetic (48% of boards), music (47%), physical education (40%), science and geography (39%), drama, visual arts, speaking and writing (37%).

TABLE 14

BOARDS[a] EXPERIENCING AND EXPECTING LARGE DECLINING ENROLMENT EFFECTS IN SPECIFIC TYPES OF PROGRAM CHANGES: PRIMARY DIVISION (N=% Boards)

PROGAMS AFFECTED	DROPPING & CONSOLIDATING		AMOUNT OF TIME		SPECIAL PROGRAMS		SPECIAL PERSONNEL	
	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS
CREATIVE ARTS								
DRAMA	7	26	11	19	12	40	10	37
MUSIC	14	29	18	34	19	45	19	47
VISUAL ARTS	11	25	12	28	11	35	9	37
PHYSICAL EDUCATION	14	26	12	24	12	41	17	40
AVERAGE:	12	27	13	26	14	40	14	40
LANGUAGE ARTS								
LISTENING	10	21	11	24	16	44	15	36
SPEAKING	11	21	14	25	17	46	17	37
READING	12	17	15	25	20	49	20	38
WRITING	7	26	11	24	14	42	16	37
AVERAGE:	10	21	13	25	17	45	17	37
MATHEMATICS								
ARITHMETIC	3	16	8	16	28	52	25	48
MEASUREMENT	3	13	7	15	13	36	11	32
GEOMETRY	6	14	5	18	13	41	13	35
AVERAGE:	4	14	7	16	18	43	16	38
SCIENCES								
SCIENCE & GEOGRAPHY	11	24	10	22	12	37	14	39
HEALTH	10	23	11	25	11	34	14	36
AVERAGE:	11	24	11	24	12	36	14	38
SOCIAL SCIENCES								
VALUES	13	22	17	26	20	38	15	31
DECISION-MAKING	9	22	14	26	16	35	13	34
INDIVIDUAL & SOCIETY	9	22	9	23	6	33	8	31
CANADIAN STUDIES	11	22	10	23	12	33	14	33
AVERAGE:	11	22	13	24	14	35	13	32
AVERAGE % BOARDS:	9	22	11	23	15	40	15	37

[a] Based on all boards responding. If all boards estimating no effect were removed from this total, results would have been an average of 30% higher over the next five years, as reflected in Table 13.

Junior Division Areas of Competence Affected

According to Junior division results in Table 15, in the last three years more than one third of boards indicating applicability reported negative effects of declining enrolments. However, over the next five years nearly 60% of boards expect negative effects. Creative Arts (67% of boards) and language arts (61%) are most likely to be affected. Specific areas of competence most likely to be affected are music, physical education (both 71%), visual arts (64%), drama (63%), and speaking (62%).

Types of Programs Affected

According to Table 16, boards reported expecting the following types of programs to be affected in the next five years.

Changes in overall program: An average of 18% of boards expect programs to be dropped or consolidated. Specific areas of competence most likely to be affected are music (27% of boards), physical education (23%), speaking (22%), and values (20%).

Changes in amount of classroom time spent by students: An average of 22% of boards expect changes in the amount of time spent in class by students on particular content. Specific areas most likely to be affected are music (31% of boards), physical education, speaking (25%), visual arts, listening, health, and decision making (23%).

Changes in special programs: An average of 35% of boards expect changes in the availability of remedial, enrichment, and extra-curricular activities. Specific competences most

TABLE 15

BOARDS[a] EXPERIENCING AND EXPECTING ANY PROGRAM EFFECT OF DECLINING ENROLMENTS: JUNIOR DIVISION

PROGRAMS AFFECTED	APPLICABILITY (N)		BOARDS AFFECTED (%)	
	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS
CREATIVE ARTS[b]				
DRAMA	64	65	33	63
MUSIC	65	63	42	71
VISUAL ARTS	66	64	35	64
PHYSICAL EDUCATION	66	65	44	71
AVERAGE:	65	64	39	67
LANGUAGE ARTS				
LISTENING	68	68	37	60
SPEAKING	68	68	35	62
READING	67	67	39	60
WRITING	67	67	34	60
AVERAGE:	68	68	36	61
MATHEMATICS				
ARITHMETIC	66	66	35	58
MEASUREMENT	66	66	35	56
GEOMETRY	65	65	37	57
AVERAGE:	66	66	35	57
SCIENCES				
SCIENCE & GEOGRAPHY	65	65	35	58
HEALTH	65	64	37	53
AVERAGE:	65	65	36	56
SOCIAL SCIENCES				
VALUES	65	64	34	50
DECISION MAKING	65	64	32	50
INDIVIDUAL & SOCIETY	62	62	27	50
CANADIAN STUDIES[c]	N/A	N/A	N/A	N/A
AVERAGE:	64	63	31	50
TOTAL AVERAGE:	66	65	35	58

[a] Based on all boards indicating any effect.

[b] Areas of competence are arranged under subject headings to facilitate summary comparison across all four program divisions. See summary Table 1, p. 81.

[c] Canadian Studies was inadvertently omitted from the survey instrument, so no data is available.

TABLE 16

BOARDS[a] EXPERIENCING AND EXPECTING LARGE DECLINING ENROLMENT EFFECTS IN SPECIFIC TYPES OF PROGRAM CHANGES: JUNIOR DIVISION (N=% Boards)

PROGAMS AFFECTED	DROPPING & CONSOLIDATING		AMOUNT OF TIME		SPECIAL PROGRAMS		SPECIAL PERSONNEL	
	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS
CREATIVE ARTS								
DRAMA	5	16	6	22	11	36	9	36
MUSIC	9	27	14	31	17	44	20	47
VISUAL ARTS	5	19	8	23	11	33	11	40
PHYSICAL EDUCATION	9	23	11	25	17	42	20	42
AVERAGE:	7	21	10	25	14	39	15	41
LANGUAGE ARTS								
LISTENING	9	18	10	23	14	39	14	37
SPEAKING	11	22	10	25	14	41	14	39
READING	11	19	12	21	20	41	14	37
WRITING	8	14	7	18	12	34	12	35
AVERAGE:	10	18	10	22	15	39	14	37
MATHEMATICS								
ARITHMETIC	11	15	16	18	16	37	15	38
MEASUREMENT	6	16	9	17	13	34	11	36
GEOMETRY	6	16	6	19	11	32	10	33
AVERAGE:	8	16	10	18	13	34	12	36
SCIENCES								
SCIENCE & GEOGRAPHY	8	19	13	20	14	36	13	35
HEALTH	7	19	9	23	12	33	12	35
AVERAGE:	8	19	11	22	13	35	13	35
SOCIAL SCIENCES								
VALUES	8	20	9	22	12	28	13	32
DECISION-MAKING	5	18	10	23	10	29	12	30
INDIVIDUAL & SOCIETY	7	16	6	17	7	25	8	30
CANADIAN STUDIES[b]	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
AVERAGE:	7	18	8	21	10	27	11	31
AVERAGE % BOARDS:	8	18	10	22	13	35	13	36

[a] Based on all boards responding. If boards estimating no effect were removed from this total, then results would have been an average of 30% higher over the next five years, as reflected in Table 15.

[b] Canadian Studies was inadvertently omitted from the Survey Instrument, so no data is available.

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likely to be affected are music (44% of boards), physical education (42%), speaking, reading (41%), listening (39%), arithmetic (37%), science and geography, and drama (36%).

Changes in specialized personnel: An average of 36% of boards expect changes in the availability of specially trained personnel, such as librarians and special education teachers. Specific competences most likely to be affected are music (47% of boards), physical education (42%), visual arts (40%), speaking (39%), arithmetic (38%), listening and reading (37%).

Program Diversity vs. School Closure

In order to obtain knowledge on the point at which loss of program diversity was seen to outweigh losses involved in closing a school and transferring students, both board and teacher respondents were asked to rate each of the seventeen elementary panel areas of competence on the following scale of alternatives:

1. Program components which you would not consider dropping under any circumstances as enrolment decreases;
2. Program components which you would not consider dropping if it were not for the alternative choice of closing the school;
3. Program components which could be dropped even though doing so would significantly reduce the quality of your overall program.
4. Program components which could be dropped even though doing so would fairly significantly reduce the quality of your overall program;
5. Program components which could be dropped without serious loss to the quality of your overall program.

Summed results of alternatives 1 plus 2, and 3 plus 4 plus 5, from both board and teacher respondents are ranked by program component in Table 17.

Both boards and teachers, with some variation in order, rank the five most important program areas to retain when faced with school closing as arithmetic, reading, listening, speaking, and writing. Correspondingly, the five program areas that could be sacrificed when faced with school closure are indicated by both boards and teachers as decision making, music, individual and society, visual arts, and drama.

PRIMARY/JUNIOR DIVISIONS GOALS

Based on their responses to survey items on primary and junior division program content, board respondents were asked to estimate how the four types of program changes have influenced in the last three years and will influence in the next five years student achievement of the four curriculum guideline goals specified in The Formative Years[41]. Results follow in Table 18.

On average, boards do not anticipate major differences in the program effects of declining enrolment on goal achievement by primary/junior division students over the next five years compared to the last three years. A possible significant change is that an average of 8% of boards estimated negative influence over the past three years, while over the next five years, 23% of boards expect negative

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41 Formative Years, p. 4.

TABLE 17

PRIMARY/JUNIOR DIVISIONS PROGRAM IMPORTANCE
IN RELATION TO SCHOOL CLOSING

PROGRAM COMPONENT	% BOARDS			% TEACHERS		
	PROGRAM IMPORTANCE RANK[a] (≤ 1+2)	SACRIFICE SCHOOL FOR PROGRAM (≤ 1+2)	SACRIFICE PROGRAM FOR SCHOOL (≤ 3+4+5)	PROGRAM IMPORTANCE RANK[a] (≤ 1+2)	SACRIFICE SCHOOL FOR PROGRAM (≤ 1+2)	SACRIFICE PROGRAM FOR SCHOOL (≤ 3+4+5)
ARITHMETIC	1	97	2	1	96	4
READING	1	97	2	2	95	4
LISTENING	2.5	94	5	5	83	16
SPEAKING	2.5	94	6	4	86	15
WRITING	5	92	8	3	93	8
CANADIAN STUDIES	6	90	10	8.5	73	27
MEASUREMENT	7.5	89	12	7	76	23
PHYSICAL EDUCATION	7.5	89	12	6	77	23
SCIENCE & GEOGRAPHY	9	85	15	8.5	73	27
GEOMETRY	10	80	20	10.5	59	42
HEALTH	11	79	22	12.5	56	43
VALUES	12	68	33	10.5	59	40
DECISION-MAKING	13	66	34	12.5	56	44
MUSIC	14	57	44	15	40	59
INDIVIDUAL & SOCIETY	15	51	49	14	44	57
VISUAL ARTS	16	48	51	16	38	62
DRAMA	17	40	59	17	25	75

[a] Ranked in order from most to least.

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TABLE 18

ESTIMATED EFFECTS OF DECLINING ENROLMENT
ON GOAL ACHIEVEMENT: PRIMARY/JUNIOR DIVISIONS
(N=% Boards)

PRIMARY/JUNIOR DIVISION GOALS	LAST THREE YEARS			NEXT FIVE YEARS		
	NEGATIVE INFLUENCE	NO INFLUENCE	POSITIVE INFLUENCE	NEGATIVE INFLUENCE	NO INFLUENCE	POSITIVE INFLUENCE
1. "To acquire the basic skills fundamental to one's continuing education"	10	38	52	20	33	46
2. "To develop and maintain confidence and a sense of self-worth"	7	39	54	27	31	43
3. "To gain knowledge and acquire the attitudes that one needs for active participation in Canadian society"	7	44	49	21	36	43
4. "To develop the moral and aesthetic sensitivity necessary for a complete and responsible life"	7	47	46	25	38	38
AVERAGE % BOARDS:	8	42	50	23	35	43

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influence of declining enrolment on student achievement of curriculum goals.

PROGRAM DIVERSITY: INTERMEDIATE/SENIOR DIVISION CONTENT

Based on CODE's actual and projected enrolment figures for their boards, respondents were asked to estimate the extent to which declining enrolments have influenced in the last three years and will influence over the next five years four types of program changes in forty-eight subject categories[42]. Intermediate and senior divisions are dealt with together, as the Ministry policy dictates in Circular HS1. Results follow in Tables 19 and 20.

Table 19 tabulates the number of boards affected by declining enrolment which report "small", "moderate", and "major" effects in any of the four types of program change. These totals are represented as percentages to provide a consistent basis for comparison.

Table 20 is based on total board respondents reporting "large" declining enrolment effects in each of the four types of program change. "Large" is the sum of "moderate" and "major" influences. If the number of boards estimating no effects were removed from this total, then results would have been an average of 45% higher over the next five years, as reflected in Table 19.

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42 Ontario Ministry of Education, Enrolment by Subjects and Guidelines (Toronto: Information Systems and Records Branch, 1977), Table 6 subject categories, pp. 6-35. Music was inadvertently omitted from the survey instrument, so no data is available.

TABLE 19

BOARDS[a] EXPERIENCING AND EXPECTING ANY PROGRAM EFFECT OF DECLINING ENROLMENTS: INTERMEDIATE/SENIOR DIVISONS

PROGRAMS AFFECTED	APPLICABILITY (N)		BOARDS AFFECTED (%)	
	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS
GENERAL AND MULTI-DISCIPLINARY STUDIES				
GROUP GUIDANCE	48	49	46	71
CONSUMER STUDIES	49	47	48	77
CLASSICAL STUDIES	42	45	43	74
CANADIAN STUDIES	52	52	44	71
OCCUPATIONAL GENERAL SHOP	41	43	43	77
AVERAGE:	46	47	45	74
OFFICIAL LANGUAGES				
ENGLISH (1st Language)	55	56	42	70
FRANCAISE (1st Language)	27	26	52	77
FRENCH (2nd Language)	50	51	46	78
ANGLAIS (2nd Language)	19	17	42	76
AVERAGE:	38	38	45	75
OTHER LANGUAGES				
CLASSICAL	31	32	48	75
GERMAN	27	28	48	82
ITALIAN	20	21	45	62
RUSSIAN	14	13	29	46
SPANISH	31	33	55	82
AVERAGE:	25	25	45	69
MATHEMATICS				
APPLIED	48	49	35	69
PURE	48	48	38	73
AVERAGE:	48	49	36	71
SCIENCES				
BIOLOGY	42	42	36	68
CHEMISTRY	41	41	37	72
EARTH SCIENCE	36	36	37	66
ENVIRONMENTAL SCIENCES	45	46	38	68
GENERAL SCIENCES	50	51	40	73
PHYSICS	43	45	31	73
AVERAGE:	43	44	37	70
SOCIAL SCIENCES				
ECONOMICS	41	42	39	76
GEOGRAPHY	53	54	47	72
HISTORY	54	55	44	73
FAMILY STUDIES	50	51	44	76
LAW	43	45	40	78
POLITICS	38	37	43	76
RELIGION	38	39	32	62
AVERAGE:	45	46	41	73
CREATIVE ARTS				
VISUAL ARTS	48	51	35	67
DRAMATIC ARTS	48	47	40	74
PHYSICAL & HEALTH EDUCATION	53	56	38	70
SCREEN & MEDIA	39	39	33	64
AVERAGE:	46	48	37	69
BUSINESS STUDIES				
ACCOUNTING	43	45	35	71
DATA PROCESSING	39	41	41	76
GENERAL BUSINESS	43	45	33	73
MARKET & MERCHANDISING	41	43	37	77
SECRETARIAL	44	46	36	74
AVERAGE:	42	44	36	74
TECHNICAL STUDIES				
COMMUNICATION TECHN.	35	35	46	77
CONSTRUCTION TECHN.	40	41	40	78
ELECTRICAL TECHN.	39	41	44	78
FOOD SERVICES	31	33	32	70
MAINTENANCE SERVICES	27	28	26	71
MANUFACTURING TECHN.	22	23	36	70
MATERIALS, PROCESSES, DESIGN	24	24	29	71
PERSONAL SERVICES	23	24	26	67
TEXTILE SERVICES	22	22	23	55
TRANSPORT, TECHN.	20	20	25	60
AVERAGE:	28	29	33	70
TOTAL AVERAGE:	40	41	39	72

[a] Based on all boards indicating any effect.

BOARDS' EXPERIENCING AND EXPECTING LARGE DECLINING ENROLMENT EFFECTS ON SPECIFIC TYPES OF PROGRAM CHANGE: INTERMEDIATE/SENIOR DIVISIONS (N=% BOARDS)

PROGRAMS AFFECTED	DROPPING & CONSOLIDATING		DIVERSITY		LEVELS		MULTIPLE SECTIONS	
	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS	LAST 3 YEARS	NEXT 5 YEARS
GENERAL AND MULTI-DISCIPLINARY STUDIES								
GROUP GUIDANCE	7	36	13	31	12	27	12	29
CONSUMER STUDIES	10	32	11	34	9	29	11	32
CLASSICAL STUDIES	15	28	12	30	12	27	12	28
CANADIAN STUDIES	11	24	11	28	10	20	12	28
OCCUPATIONAL GENERAL SHOP	11	24	9	15	11	16	12	27
AVERAGE:	11	29	11	28	11	24	12	29
OFFICIAL LANGUAGES								
ENGLISH (1st Language)	10	21	9	19	9	16	10	20
FRANCAIS (1st Language)	6	13	6	9	3	9	3	9
FRENCH (2nd Language)	10	24	5	25	5	21	5	26
ANGLAIS (2nd Language)	0	6	0	6	0	6	0	6
AVERAGE:	7	16	5	15	4	13	5	15
LANGUAGES OTHER THAN OFFICIAL LANGUAGES								
CLASSICAL	16	25	14	24	13	16	9	24
GERMAN	14	32	7	28	12	24	10	26
ITALIAN	11	25	13	24	13	30	13	29
RUSSIAN	11	11	12	9	12	12	9	9
SPANISH	14	39	10	26	11	26	15	36
AVERAGE:	13	26	11	22	12	22	11	25
MATHEMATICS								
APPLIED	5	22	7	28	11	30	11	36
PURE	5	22	7	29	10	30	12	36
AVERAGE:	5	22	7	29	11	30	12	36
SCIENCES								
BIOLOGY	8	22	7	26	7	29	8	33
CHEMISTRY	8	19	7	24	7	30	8	34
EARTH SCIENCE	8	24	9	22	5	26	7	30
ENVIRONMENTAL SCIENCE	11	33	10	30	9	30	9	32
GENERAL SCIENCE	8	25	8	27	10	35	13	39
PHYSICS	7	21	5	24	8	29	7	36
AVERAGE:	8	24	8	26	8	30	9	34
SOCIAL SCIENCES								
ECONOMICS	8	26	9	29	7	29	10	38
GEOGRAPHY	13	24	15	33	19	35	14	37
HISTORY	13	25	15	33	20	37	13	36
FAMILY STUDIES	11	28	7	38	10	33	13	36
LAW	10	27	9	35	11	30	11	36
POLITICS	10	23	11	30	13	27	10	30
RELIGION	5	19	6	22	5	20	5	20
AVERAGE:	10	25	10	31	12	30	11	33
ARTS & PHYSICAL EDUCATION								
VISUAL ARTS	6	20	11	26	12	31	12	34
DRAMATIC ARTS	8	30	12	20	10	29	10	36
PHYSICAL & HEALTHEDUCATION	10	35	10	28	9	25	10	35
SCREEN EDUCATION & MEDIA	11	16	12	25	12	26	11	29
AVERAGE:	9	25	11	25	11	28	11	34
BUSINESS STUDIES								
ACCOUNTING	3	27	5	29	5	30	10	37
DATA PROCESSING	5	26	10	30	5	28	10	33
GENERAL BUSINESS	3	25	5	31	5	28	12	38
MARKETING & MERCHANDISING	5	29	7	33	5	30	10	36
SECRETARIAL	7	28	6	28	6	30	11	37
AVERAGE:	5	27	7	30	9	30	11	36
TECHNICAL STUDIES								
COMMUNICATIONS	7	29	8	29	5	25	9	29
CONSTRUCTION	3	26	6	26	5	28	9	35
ELECTRICAL	3	26	8	28	5	28	11	35
FOOD SERVICES	3	21	4	19	6	20	8	23
MAINTENANCE	4	17	4	17	4	16	4	18
MANUFACTURING	2	12	4	13	2	13	6	19
MATERIALS	3	16	4	15	2	15	2	21
PERSONAL SERVICES	3	12	4	11	4	11	4	19
TEXTILES	2	10	2	10	2	10	2	15
TRANSPORTATION	2	10	4	12	2	10	4	16
AVERAGE:	3	18	5	18	4	18	6	23
TOTAL AVERAGE:	8	24	8	25	9	25	10	31

[a] Based on all boards responding. If all boards estimating no effect were removed from this total, results would have been an average of 45% higher over the next five years, as reflected in Table 19.

Intermediate/Senior Divisions Subject Categories Affected

According to results in Table 19, in the last three years, nearly two-fifths of boards acknowledging applicability reported that their programs are being affected by declining enrolments. However, over the next five years, approximately 72% expect to be affected. Specific subject categories most likely to be affected are Official Languages (75% of boards), General and Multi-disciplinary studies and Business subjects (74%), and the Social Sciences (73%). All subject categories, however, are expected to be jeopardized considerably, since in even the lowest subject category, Creative Arts, program problems are expected by 69% of boards. Specific subjects most likely to be affected over the next five years are German and Spanish in 82% of boards indicating applicability; law, French as a second language, construction and electrical technology in 78% of boards; and consumer studies, Francais, marketing and merchandising, and communications technology in 77% of boards.

Types of Program Change

According to results in Table 20, boards reported expecting the following types of programs to be affected in the next five years.

Changes in overall program: An average of 24% of boards expect programs to be dropped or consolidated. Specific subjects most likely to be affected according to respondents, are Spanish (39% of boards), data processing (37%), group guidance (36%), environmental sciences (33%), German and consumer studies (32%).

Changes in the diversity of courses: An average of 25% of boards expect changes in the availability of different course credits offered in the same subject area and grade.

Specific subjects most likely to be affected are family studies (38% of boards), data processing, law, dramatic arts (35%), general business, consumer studies (34%), geography and history (33%).

Changes in number of levels: An average of 25% of boards expect changes in the availability of the same course credits offered at different levels of challenge. Specific subjects most likely to be affected are history (37% of boards), geography, general science (35%), data processing, family studies (33%), visual arts and marketing and merchandising (31%).

Changes in the number of multiple sections: An average of 29% of boards expect changes in the next five years in the availability of different sections of the same credit. Specific subjects most likely to be affected are general science (39% of boards), accounting, data processing, general business, economics (38%), geography (37%), marketing and merchandising, Spanish, history, family studies, law, applied and pure mathematics, and physics (36%).

Program Diversity vs. School Closure

To obtain knowledge about the point at which loss of program was seen to outweigh losses involved in closing a school and transferring its students, board and teacher respondents were asked to rate each of ten[43] subject category headings according to the same scale of five alternatives as in the primary/junior division program importance question item[44]. Summed results of alternatives 1 plus 2, and 3 plus 4 plus 5 from board and teacher respondents were ranked in Table 21.

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[43] Arts and physical education were separated into two subject categories, creating a total of ten subject categories headings.

[44] See p. 54

TABLE 21

INTERMEDIATE/SENIOR DIVISIONS PROGRAM
IMPORTANCE IN RELATION TO SCHOOL CLOSING

PROGRAM COMPONENT	% BOARDS			% TEACHERS		
	PROGRAM IMPORTANCE RANK[a] (≤ 1+2)	SACRIFICE SCHOOL FOR PROGRAM (≤ 1+2)	SACRIFICE PROGRAM FOR SCHOOL (≤ 3+4+5)	PROGRAM IMPORTANCE RANK[a] (≤ 1+2)	SACRIFICE SCHOOL FOR PROGRAM (≤ 1+2)	SACRIFICE PROGRAM FOR SCHOOL (≤ 3+4+5)
MATHEMATICS	1	97	2	0.5	95	7
SCIENCES	2	93	6	3	86	14
SOCIAL SCIENCES	3	86	13	4	75	24
OFFICIAL LANGUAGES[b]	4	80	18	0.5 8	ENGL. 95 FR. 63	5 37
PHYSICAL EDUCATION	5	79	20	5	72	27
ARTS	6	72	27	9	52	47
BUSINESS	7	62	36	7	61	40
TECHNICAL	8	59	39	6	63	36
MULTI-DISCIPLINARY	9	44	55	10	46	54
LANGUAGES OTHER THAN OFFICIAL	10	27	71	11	25	74

[a] Ranked in order from most to least.

[b] Official Languages were separated into English and French in the Teacher survey instrument, providing eleven subject category headings.

* * * * * * * * * * * * *

Both boards and teachers, with some small variation in order, rank the five most important program areas to retain when faced with school closing as mathematics, sciences, social sciences, official languages (not including French, according to teachers), and physical education. Accordingly, the five subject matter headings that could be sacrificed to prevent school closure due to declining enrolments are arts, business, technical studies, multi-disciplinary studies, and languages other than official (including French, according to teacher respondents).

INTERMEDIATE/SENIOR DIVISIONS GOALS

Based on their responses to survey items on Intermediate/Senior division program content, board respondents were asked to estimate how the four types of program change have influenced in the last three years and will influence in the next five years student achievement of the ten curricular guideline goals specified in Circular HS1[45]. Results follow in Table 22.

On average, boards do not anticipate major differences in the effects of declining enrolment on goal achievement by intermediate/senior division students over the next five years compared with the last three years. Possible significant variations are that an average of 59% of boards estimated no influence over the past three years, while over the next five years 39% estimate no influence. In addition, an average of 24% of boards estimated negative influence over the last three years, while over the next five years 40% of boards

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[45] HS1 (1977-78), p. 1.

TABLE 22

ESTIMATED EFFECTS OF DECLINING ENROLMENTS
ON GOAL ACHIEVEMENT: INTERMEDIATE/SENIOR DIVISIONS
(N=% Boards)

INTERMEDIATE/SENIOR DIVISIONS GOALS	LAST THREE YEARS			NEXT FIVE YEARS		
	NEGATIVE INFLUENCE	NO INFLUENCE	POSITIVE INFLUENCE	NEGATIVE INFLUENCE	NO INFLUENCE	POSITIVE INFLUENCE
1. Facilitating intellectual growth	27	57	13	41	37	22
2. Facilitating social growth	17	65	19	38	42	21
3. Facilitating moral growth	19	65	17	32	49	19
4. Facilitating physical growth	20	62	18	32	48	21
5. Facilitating emotional growth	17	68	15	35	48	18
6. Developing each student's knowledge ...	26	54	21	45	33	22
7. Developing each student's skills ...	28	54	19	45	31	24
8. Developing each student's aptitudes ...	36	49	15	51	25	23
9. Encouraging imagination	26	61	14	39	42	19
10. Learning responsible decision-making	24	59	17	39	37	23
AVERAGE % BOARDS:	24	59	17	40	39	21

* * * * * * * * * * * *

expect negative influence of declining enrolment on student achievement of curriculum goals. Specific goals most likely to be negatively influenced are "developing each student's aptitudes" (51% of boards), "developing each student's knowledge" and "skills" (both 45%), and "facilitating intellectual growth" (41%).

CHANGE IN PROGRAM PRACTICES

Board and teacher respondents were asked to estimate the extent of decrease or increase in specified program practices due to declining enrolments, for both the last three and next five years. Results follow in Table 23.

Curriculum Management

According to estimates of board and teacher respondents, the following curriculum management program practices are most likely to increase over the next five years compared with the last three years: item 1, split grades (80%/50%)[46], item 2, size of attendance boundary areas (49%/33%), and item 36, program integration (40%/43%). Similarly, program practices most likely to decrease are item 34, the number of department heads and vice principals (56%/53%), item 4, resource staff availability, e.g. consultants (51%/49%), and item 33, school administration time (50%/47%).

Possible effects of the increasing program practices on the capability to offer program diversity are that split grades, increasing attendance boundary areas, and program integration may all contribute to providing enough students in a particular school, classroom, or subject to continue to offer various types of program options.

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[46] Boards 80%/Teachers 50%. This Board/Teacher pattern applies throughout this section.

TABLE 23

CHANGES IN PROGRAM PRACTICES DUE TO DECLINING ENROLMENTS
(N=% Boards/Teachers)[a]

	LAST THREE YEARS				NEXT FIVE YEARS			
	DECREASE		INCREASE		DECREASE		INCREASE	
	B	T	B	T	B	T	B	T
CURRICULUM MANAGEMENT								
1. Split grades	4	12	61	34	5	15	80	50
2. Size of attendance boundary areas	6	13	27	21	5	16	49	33
3. Existance of middle schools (gr. 7 & 8)[b]	10		7		21		12	
4. Resource staff availability	25	27	19	20	51	49	23	15
25. Intervisitation	7	12	16	20	10	20	29	30
33. School administration time	18	28	20	14	50	47	9	13
5. Use of rotary	23	15	10	16	33	21	23	21
34. Number of Department Heads and Vice-Principals	16	24	17	14	56	53	7	7
36. Program integration	3	5	33	36	10	14	40	43
42. Follow up on pre-school screening diagnosis	0	10	31	19	14	21	39	23
40. Utilization of workshops	6	16	32	30	18	31	31	19
41. Utilization of conferences	10	21	26	22	29	36	20	22
43. Leaves of absence	7	38	23	13	19	57	27	15
CURRICULUM SERVICES								
11. Equipped resource centre	7	13	29	29	35	29	14	21
38. Guidance services	16	19	15	27	29	37	9	21
39. Librarians	18	19	13	16	35	41	12	10
CURRICULUM DEVELOPMENT								
7. Innovative materials	6	13	35	46	29	22	30	43
37. Writing teams	5	7	47	46	22	19	36	45
8. Equipment for industrial arts, music, science, arts	15	24	18	30	39	45	19	24
6. Teacher reliance on textbooks	15	20	13	19	10	17	36	28
9. Classroom reference books	11	20	27	30	38	38	15	26
10. Purchased vs. locally developed materials ratio	17	19	17	25	22	33	20	21
12. Resource availability for:								
.1 materials development	9	14	32	26	29	32	21	22
.2 implementing existing	11	10	36	37	24	25	30	36
.3 revising existing materials	8	9	36	46	30	22	28	45
13. Individually prescribed materials for students	13	17	18	31	26	35	17	28
14. Varied supplementary materials to use with Ministry guidelines	7	12	34	33	24	25	28	37
15. Resources for production of varied ability level materials	10	16	29	30	30	32	24	31
27. Experimental courses	22	17	14	29	48	46	13	24
35. Bilingual programs	0	7	31	39	10	15	36	46
TEACHERS								
22. Morale	48	61	9	13	72	75	11	11
23. As specialists (9-13)	14	20	27	27	43	36	26	30
24. Reassignment to other schools	9	10	41	52	10	10	74	79
28. Workload	22	7	22	60	10	4	59	77
31. Innovative teaching strategies	13	16	40	42	27	32	36	38
32. Instructional grouping	4	10	40	32	9	17	59	38
(3) As specialists (K-8)[c]		18		25		28		28
(44) Availability of PD opportunities[c]		27		26		48		16
(45) Freedom to choose PD opportunities[c]		26		29		42		22
STUDENTS								
16. Field trips and excursions	18	29	22	26	46	49	10	16
17. Extra-curricular activities	18	20	21	30	42	33	11	23
18. Community service	2	9	19	21	5	15	31	21
19. Special programs with other community services	0	11	20	19	6	20	28	23
20. Special training outside regular school programs	1	13	22	23	3	20	30	27
21. Drop-out rate	16	14	9	17	23	22	19	23
26. Student evaluation	0	4	26	31	2	6	35	40
29. Meeting individual student needs	16	22	30	42	33	41	28	37
30. Morale	10	25	10	23	32	40	14	19

[a] For cross-referencing, items are numbered as in the Survey Instrument, available on file.

[b] Question not asked of teachers.

[c] Question not asked of boards.

Possible effects of the decreasing program practices on the capability to offer program diversity are that reduced numbers personnel deny schools the expert knowledge needed to cope with or take advantage of declining enrolments. Reduction in school administration time serves to exacerbate the problem.

Curriculum Services

According to estimates of board and teacher respondents there are no curriculum services program practices likely to increase over the next five years compared with the last three. All three services are likely to decrease: item 39, availability of librarians (35%/41%), item 11, equipped resource centres (35%/29%), and item 39, guidance services (29%/37%). Possible effects on program diversity are a reduced capability of schools to meet individual student differences in terms of accessibility of extra-classroom information and program counselling.

Curriculum Development

Board and teacher respondents estimate that few curriculum development program practices are likely to increase over the next five years: item 35, availability of bilingual programs (36%/46%) and, item 6, teacher reliance on textbooks (36%/45%). On the other hand, respondents estimate that several practices are likely to decrease. Notable are: item 27, experimental courses (48%/46%), item 8, availability of equipment for industrial arts, music, science, and the arts (39%/45%), item 9, availability of reference books in classrooms (38%/38%), and item 15,

availability of resources for the production of varied ability level materials (30%/32%).

A possible consequence of the increasing curriculum development program practices on the capability to offer diversified program are that a greater number of French speaking students will be able to obtain instruction in that language. However, increased teacher reliance on textbooks has the same possible negative effect on maintaining program diversity as the decreasing curriculum development practices; all mitigate against providing either the varied courses, equipment, and materials suitable for the variety of student interests and needs in our schools.

Teachers

Board and teacher respondents estimate that few teacher-associated program practices are likely to increase over the next five years. Of note are item 24, reassignment to other schools (74%/79%), item 28, workload (59%/77%), and item 32, instructional grouping (59%/38%). Estimated to decrease are item 22, teacher morale (72%/75%) and item 23, teachers as specialists 9-13 (43%/36%).

Possible improvement on the capability of providing program diversity are increases in instructional grouping which is a strategy to provide greater variety for individual students, and reassignment to other schools, so that some schools in a board could provide a greater number of options than others. However, increased workload, coupled with decreasing numbers of specialist teachers and teacher morale suggests the effect of reducing the teachers' capability to provide the special knowledge and extra time to meet individual student differences.

Students

Board and teacher respondents estimated that the following student-related program practices are likely to increase over the next five years: item 26, student evaluation (35%/40%), item 18, community service (31%/21%), and item 19, special training outside regular school programs (30%/27%). On the other hand, several practices are likely to decrease: item 16, field trips and excursions (46%/49%), item 17, extra-curricular activities (42%/33%), item 29, meeting individual student needs (33%/41%), and item 30, student morale (32%/40%).

Possible positive effects on the capability to provide program diversity are an improved school program inter-relationship with the community, and better feedback to students about their continuing progress through increasing student evaluation. However, possible deleterious effects on meeting individual differences are indicated in the reduction in field-trips, excursions and extra-curricular activities. The expected end result is decreasing student morale and a decreasing capability to meet individual student needs.

SOLVING THE PROBLEMS

Board and teacher respondents were asked to rate the potential value of specific actions for providing some of the solutions for maintaining board capability to offer program diversity during declining enrolments. Results follow in Table 24. Response categories "no value" and "little value" were summed as "small value", and "moderate value" and "major value" as "large value."[47] On average.

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[47] Full results are on file and are available on request.

TABLE 24

POTENTIAL VALUE OF IDEAS FOR ACTIONS TO OFFSET THE EFFECTS OF DECLINING ENROLMENTS (N=% Boards/Teachers)[a]

	SMALL VALUE		LARGE VALUE	
	B	T	B	T
CURRICULUM MANAGEMENT				
1. Establish specialized schools	60	44	40	56
2. Make greater use of community resources	32	28	68	72
5. Centralize facilities, staff, students	38	58	62	41
6. Increase cooperation among neighboring schools	26	28	74	71
8. Increase split grades	33	71	67	29
35. Reduce constraints of Bill 100[b]	50		50	
36. Reduce constraints of Regulation 191[b]	48		52	
11. Offer an appropriate range of courses in a community rather than in each school	34	34	66	65
12. Make use of department heads' function as curriculum leaders for the entire intermediate division	24	43	76	56
13. Provide additional training to principals, department heads, and superintendents in the skills necessary to manage the curriculum	22	32	78	69
18. Increase public awareness of and involvement in establishing educational priorities	26	19	74	81
19. Offer non-university pre-requisites on alternate years in secondary schools	37	35	62	65
20. Increase the curriculum responsibilities of principals	26	44	74	56
(22)21. Increase training in program evaluation for department heads, vice-principals, principals, coordinators and superintendents	12	35	88	65
22. Implement job-sharing (two employees working for one salary)[b]	23		77	
24. Consolidate out-of-school administrative functions	47	35	53	65
25. Consolidate in-school administrative functions	39	53	61	47
26. Reduce use of department heads[b]	55		45	
(21) Government funds to free teachers for curriculum development[c]	27		73	
CURRICULUM DEVELOPMENT				
9. Develop curriculum jointly with other boards	15	48	85	52
10.1 Share curriculum resource materials among school boards	10	38	90	62
10.2 Share curriculum resource personnel among school boards	12	42	88	58
14. Increase number of classroom libraries	58	55	42	45
15. Use supply teacher funds to free teachers to develop local guidelines and other resources	35	45	65	56
(26)27. Reduce amount of board resources for curriculum development	81	79	18	23
(27)28. Increase detailed specification in Ministry curriculum guidelines	33	44	67	56
(28)29. Reduce the number of curriculum guideline areas, and, thereby, the range of curriculum content	50	68	50	32
(29)30. Specify a core program for the elementary schools	34	17	66	82
(30)31. Specify a more extensive core program for secondary schools	37	20	63	80
(31)32. Increase the use of province-wide achievement testing	64	52	36	48
(32)33. Reduce amount of time and effort spent by boards on curriculum development	52	66	48	35
(33)34. Reduce amount of time and effort spent by local boards "figuring out" Ministry guidelines	38	41	62	59
TEACHERS				
3. Make greater use of part-time teachers with specialist training in non-basic areas	21	23	79	77
4. Transfer teachers with different specialties among schools so program alternative can still be offered	20	22	80	78
7. Increase professional development for teachers to provide them with alternative means for coping with the program effects of declinign enrolments	17	24	83	76
16. Move principals more in the direction of being "head" or "master" teachers	23	42	77	57
17. Reduce the importance of seniority in tenure policies	21	61	79	40
23. Increase use of part-time teachers	24	61	76	39
Overall % response:	33	42	67	58

[a] For cross referencing, item numbers are same as in the Survey Instrument, available on file.

[b] Question not asked of teachers.

[c] Question not asked of boards.

board respondents rated the ideas for actions more highly than teacher respondents did, particularly under the teacher heading. Overall, however, 58% of teacher respondents and 67% of board respondents rate the actions as having "large value".

Curriculum Management

According to board and teacher respondents, the following curriculum management actions were highly rated as having large value in offsetting the effects of declining enrolments: item 21, increasing training in program evaluation for department heads, vice principals, principals, coordinators and superintendents (88%/65%)[48], item 18, increasing public awareness of and involvement in establishing educational priorities (74%/81%), item 13, providing additional training to principals, department heads, and superintendents in the skills necessary to manage the curriculum (78%/69%), item 6, increasing cooperation among neighboring schools (74%/71%), and item 2, make greater use of community resources (68%/72%). The following actions, however, are rated as having particularly small value: item 1, establish specialized schools, e.g. in business or technical or arts training (60%/44%), item 5, centralize facilities, staff, and students (38%/58%), item 8, increase split grades (33%/71%), and item 24, consolidate out-of-school administrative functions (47%/35%).

Curriculum Development

Board and teacher respondents rated the following curriculum development actions highly as having large value in offsetting the effects of declining enrolments: item 10.1,

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[48] Boards 88%/Teachers 65%. This Board/Teacher pattern applies throughout the section.

share curriculum resource materials among school boards (90%/62%), item 10.2, share curriculum resource personnel among school boards (88%/58%), item 9, develop curriculum jointly with other boards (85%/52%), item 30, specify a core program for the elementary schools (66%/82%), and item 31, specify a more extensive core program for secondary schools (63%/80%). Other actions are rated as having particularly small value. These are: item 27, reduce amount of board resources for curriculum development (81%/79%), item 33, reduce amount of time and effort spent by boards on curriculum development (52%/66%), item 29, reduce the number of curriculum guidelines and, thereby, the range of curriculum content (50%/68%), item 32, increase the use of province-wide achievement testing (64%/52%), and item 14, increase the number of classroom libraries (58%/55%).

Teachers

Board and teacher respondents highly rated the following teacher-related actions as having large value in offsetting the program effects of declining enrolment: item 7, increase professional development for teachers to provide them with alternative means for coping with the program effects of declining enrolments (83%/76%), item 4, transfer teachers with different specialties among schools so program alternatives can still be offered (80%/78%), item 3, make greater use of part-time teachers with specialist training in non-basic areas (79%/77%), and item 16, move principals more in the direction of being "head" or "master" teachers (77%/57%). Some actions were highly favoured by boards but not by teachers, such as item 17, reduce the importance of seniority in tenure policies (79%/40%), and item 23, increase use of part-time teachers (76%/39%).

SUMMARY

This survey of Ontario school board and teacher personnel on the actual and expected effects of declining enrolments on the capability of school boards to offer programs of recognized quality is summarized according to the four tasks which defined the scope of the research.

BASIS FOR ESTIMATING EFFECTS

The Task

The first task was to provide survey respondents with a basis from which to estimate the effects of declining enrolment on their situations, throughout the instrument.

Methodology

Every board in the Western, Central, and Eastern Ministry regions received actual (1976-77) and projected (1980-81) elementary and secondary level enrolment figures to use as part of a basis from which to estimate actual and expected effects, respectively. All boards in the Midnorthern, Northeastern, and Northwestern Ministry regions received actual and projected enrolment figures by district as board figures were unavailable when surveys were mailed. All boards, in addition, were requested to enter their own enrolment figures if different from those of CODE. Ultimately, 90 boards with a total enrolment of 48.6% of Ontario public and separate school children, completed and returned the survey.

In addition, 1,062 randomly selected teachers were sent a subset of the board instrument, two sections of which were common with the board instrument. Ultimately, 537 were completed

and returned. Both instruments were classified according to topic and subtopic (see Tables 3 and 4). The data was managed and analysed by a computer team, and percentages of responses were tabulated.

Teacher respondents were not provided enrolment information as their names were available by school address rather than board affiliation. Enrolment figures were not available for individual schools.

Providing a basis for responding, in both instruments, was aided by asking most questions in a framework applying to both "the last three years" and over "the next five years." In addition, Part A of the board instrument asked respondents questions on their overall estimate of declining enrolments on curriculum and instruction; on which sizes of schools declining enrolments are most severe; on changes planned in organizational structure even partially attributable to declining enrolments; on percentage of total professional personnel budget assigned to implementing guidelines; on current and projected budget allocations for personnel and facilities; on teacher reductions; on local community reaction to declining enrolments; and on identifying imaginative adjustments already made to declining enrolments.

Findings

In the last three years, approximately two thirds of boards estimated no or little effect of declining enrolment on curricular and instructional components, while one-third estimated a moderate or major effect. However, over the next five years the ratio is reversed; only one-third of boards expect no or little effect, whereas approximately two-thirds expect moderate or major effect. (See Table 6).

Over the past three years, program problems due to declining enrolment at the elementary level have been most severe in schools sized less than 100 students (60% of boards with schools this size) and 100 to 349 students (nearly half the boards with schools this size). Boards expect little variation over the next five years. In the secondary schools during the past three years problems have been most severe in schools size 200 to 499 (36% of boards), 500 to 799 (26% of boards) and 800-1,199 (28% of boards). Over the next five years the same secondary schools sizes are expected to experience severe program problems in 50%, 39%, and 44%, respectively, of boards with schools of these sizes (See Table 5).

Changes planned in board organizational structures are characterized mainly by collapsing, consolidating, and twinning within and between school boards, superintendencies, consultancies, and schools.

In terms of proportion of total budget for professional personnel assigned to implementing Ministry guidelines it was found that 75% of boards allocate between 0 and 15%, and 20% of boards allocate 16% to 35%, while 5% of boards allocate more than 36%. (See Table 7).

Findings on current and projected budget allocations for personnel and facilities are that an average of 90% of boards have experienced and expect personnel budget allocations to continue to rise, increasing in 1982 by an average 24% over 1977. However, by 1982 nearly 25% of boards expect facilities budget allocations to have been decreased by 14% compared to 1977. (See Table 8).

Findings about teacher reductions due to declining enrolments are that more than twice the total number of teachers are expected to be reduced over the next five years than were reported during the last three years. Information about teacher reduction by division was sketchy, and by subject taught was, according to respondents' written comments, unavailable (See Table 9).

Findings on local community reactions to declining enrolments are that respondents estimate large reaction to any school closing, to reductions in elementary school mathematics, language arts, sciences, and special education, although small reaction was anticipated to split grades and reduction in elementary level guidance (See Table 10). In another question, approximately 60% of respondents described their communities' attitudes toward education as "interested and helpful," while approximately 40% noted "doubtful and questioning" and "apathetic." (See Table 11).

Findings in terms of imaginative adjustments already made to declining enrolments were 47 ways protecting existing program alternatives, 21 program modifications to protect overall quality, and 19 individual schools that offered to be contacted for further discussion.

EFFECTS ON CONTENT AND GOALS

The Task

The second task was to determine the effects of declining enrolment on the diversity of content and goals of the primary, junior, intermediate, and senior program divisions.

Methodology

Access to the effects of declining enrolment on the diversity of content in all four divisions was obtained in two ways:

(1) By board survey question items along two dimensions: (a) seventeen primary and junior division "areas of competence" cited in The Formative Years, and forty-eight intermediate and senior divisions "subject categories" cited in Enrolment by Subjects and Guidelines; and (b) four types of program change possible in each area of competence and subject category. Based on CODE's actual and projected enrolment figures for their boards, respondents were asked to estimate the extent to which declining enrolments have influenced in the last three years and will influence in the next five years the four types of program change in the seventeen areas of competence and forty-eight subject categories.

(2) By a board and teacher instrument question to obtain knowledge on the point at which loss of program diversity was seen to outweigh losses involved in closing a school and transferring its students. Respondents were asked to rate each of the seventeen elementary level areas of competence and the ten secondary level subject category headings on a scale which was summarized as either "will sacrifice school for this program" or "will sacrifice this program to keep school open."

Access to the effects of declining enrolment on student achievement of Ontario's curricular goals was obtained in survey question items on goals cited in Circular P1J1: The Formative Years for the primary and junior divisions, and in Circular HS1 for the intermediate and senior divisions.

Findings

In the Primary division in the next five years nearly two-thirds of boards affected expect negative effects of declining enrolments on program. (See Table 13). On the whole, creative arts and language arts are most likely to be affected. Where specific types of program change are concerned (See Table 14) an average of 22% of all responding boards expect programs, particularly music, drama, physical education, writing, and visual arts, to be dropped or consolidated. An average of 23% of all responding boards expect changes in the amount of classroom time spent by students, particularly in music, visual arts, values, decision making, speaking and reading. An average of 40% of all responding boards expect changes in the availability of special programs, such as remedial, enrichment, and extra-curricular activities, particularly in arithmetic, reading, speaking, music, listening, writing, physical education, geometry, and drama. An average of 37% of all responding boards expect changes in the availability of specially trained staff, notably for arithmetic, music, physical education, science and geography, drama, visual arts, speaking, and writing.

In the Junior division in the next five years approximately 58% of boards affected expect negative effects of declining enrolments (See Table 15). On the whole, creative arts and language arts are most likely to be affected. Where specific types of program change are concerned (See Table 16), an average of 18% of all responding boards expect areas of competence to be dropped or consolidated, notably music, physical education, speaking, and values. An average of 22% of all responding boards expect changes in the amount of classroom time spent by students on particular content, specifically in music, physical education, speaking, visual arts, listening, health, and decision making. An average of 35% of all responding boards

expect changes in the availability of remedial, enrichment, and extra-curricular activities, notably in music, physical education, speaking, reading, listening, arithmetic, science and geography, and drama. An average of 36% of all responding boards expect changes in the availability of specially trained personnel, particularly in music, physical education, visual arts, speaking, arithmetic, listening and reading.

In the intermediate and senior divisions in the next five years approximately 72% of boards affected expect program changes due to negative effects of declining enrolment (See Table 19). Official languages, general and multidisciplinary studies, and business studies are most likely to be affected. Where specific types of program change are concerned (See Table 20), an average of 24% of all responding boards expect subjects to be dropped or consolidated, particularly Spanish, physical and health education, group guidance, environmental science, German and consumer studies. An average of 25% of all responding boards expect changes in the availability of different course credits offered in the same subject area and grade, specifically in family studies, law, consumer studies, geography, history, and marketing. An average of 25% of all responding boards expect changes in the availability of the same course credits offered at different levels challenge, notably in history, geography, general science, family studies, visual arts, and marketing. An average of 31% of all responding boards expect changes in the availability of different sections of the same credit, particularly in general science, general business, economics, accounting, secretarial, geography, marketing and merchandising, Spanish, history, family studies, law, applied and pure mathematics, and physics.

Summary Table 1 ranks the percentages of boards that expect effects of declining enrolments on subject categories in each program division.

SUMMARY TABLE 1

RANKED[a] EXPECTED EFFECTS OF DECLINING ENROLMENTS ON SCHOOL PROGRAM: ALL DIVISIONS

Rank	Subject Category	Ave. % Boards[b]
	PRIMARY	
1.5	Creative Arts	67
1.5	Language Arts	67
3	Mathematics	66
4	Sciences	60
5	Social Sciences	58
	JUNIOR	
1	Creative Arts	67
2	Language Arts	61
3	Mathematics	57
4	Sciences	56
5	Social Sciences	50
	INTERMEDIATE/SENIOR	
1	Official Languages	75
2.5	General and Multi-disciplinary Studies	74
2.5	Business Studies	74
4	Social Sciences	73
5	Mathematics	71
6.5	Technical Studies	70
6.5	Sciences	70
9	Creative Arts	69
9	Other Languages	69

[a] Ranked from most to least affected

[b] From Tables 13, 15, and 19, respectively

* * * * * * * * * * * *

Summary Table 2 expresses the mean numbers of boards affected that expect the effects of declining enrolment in subject categories to get better or to get worse. "Better" is a weaker influence indicated in the next five years than in the last three years; "worse" is a stronger influence indicated in the next five compared to the last three years. Data are on file for boards indicating no change or equivocal change.

Data in Summary Table 2 indicate that the effects of declining enrolments on the four types of program changes in the Primary and Junior divisions are expected to get better in an average of nearly 7% of boards but are still expected to be worse in approximately 44%. In the Intermediate/Senior divisions an average of 4% of boards expect a better situation and approximately 54% expect worsening.

In the primary and junior divisions the five most important areas of competence to retain when faced with school closure are, according to both boards and teachers, arithmetic, reading, listening, speaking, and writing. The five areas of competence most readily to be sacrificed are decision-making, music, individual and society, visual arts, and drama (See Table 17).

In the intermediate and senior divisions the five most important subject category headings to retain when faced with school closure are, according to both boards and teachers, mathematics, sciences, social sciences, official languages, and physical education. The five subject category headings most readily to be sacrificed are arts, business, technical studies, multi-disciplinary studies, and languages other than official (See Table 21).

SUMMARY TABLE 2

BOARDS EXPECTING PROGRAM EFFECTS TO BECOME BETTER OR WORSE: ALL DIVISIONS

Subject Category	BETTER m.[a]	BETTER %[b]	WORSE m.	WORSE %
PRIMARY				
Mathematics	4	6	34	47
Language Arts	4	6	32	44
Creative Arts	4	6	33	46
Sciences	4	6	30	43
Social Sciences	4	6	28	41
AVE:	4	6	31	44
JUNIOR				
Mathematics	4	6	29	45
Language Arts	5	7	32	46
Creative Arts	5	7	33	49
Sciences	5	8	27	41
Social Sciences	3	5	24	37
AVE:	4	7	29	44
INTERMEDIATE/SENIOR				
General and Multi-disciplinary Studies	3	6	22	44
Official Languages	2	5	18	47
Other Languages	1	3	12	41
Mathematics	1	2	24	46
Sciences	3	6	24	49
Social Sciences	2	4	27	56
Creative Arts	2	4	24	51
Business Studies	2	5	26	59
Technical Studies	0.4	1	17	55
AVE:	2	4	19	54

[a] m. = mean

[b] % = expresses percentage of boards affected.

* * * * * * * * * * * * *

In the primary and junior divisions, boards do not expect major program effects of declining enrolment on the achievement of Ontario's curricular goals. From the last three years to the next five years, a total of 90% to 75% of boards estimated no influence and positive influence. However, while less than 10% of boards estimated negative effect for the last three years, approximately 23% estimated negative effect for the next five years. None of the goals stands out as being particularly negatively influenced (See Table 18).

The intermediate and senior division effects on goals are much the same as in the primary and junior. However, the contrast of the last three years to the next five years for "no influence" is 59% to 39% of boards, respectively; and for "negative influence" is 24% to 40%, respectively. Particular goals most likely to be negatively influenced are "developing each student's aptitudes", "developing each student's knowledge" and "skills", and "facilitating intellectual growth", (See Table 22).

CHANGES IN PROGRAM PRACTICE

The Task

The third task was to establish whether certain program practices were increasing or decreasing due to declining enrolments.

Methodology

A list of forty-three program practices likely to change due to declining enrolments was derived from several studies and sources, and divided into five thematic headings.

Board and teacher respondents were asked to estimate the extent of decrease or increase in the program practices for both the last three and next five years (See Table 23).

Findings

The following curriculum management program practices, according to both board and teacher respondents, are most likely to increase over the next five years: split grades; size of attendance boundary areas; and program integration. Program practices most likely to decrease over the next five years are: the number of department heads and vice principals; resource staff availability; and school administration time.

All curriculum services program practices are likely to decrease over the next five years. This includes availability of librarians; equipped resource centres; and guidance services.

The following curriculum development practices are most likely to increase over the next five years: availability of bilingual programs; and, teacher reliance on textbooks. Program practices most likely to decrease are: experimental courses; availability of equipment for industrial arts, music, science, and the arts; availability of reference books in classrooms; and availability of resources for producing varied ability level materials.

The following teacher related program practices are most likely to increase over the next five years, particularly: reassignment to other schools; and instructional grouping. Estimated as most likely to decrease are teacher morale; and teachers as specialists 9-13.

Student-related program practices which are estimated as most likely to increase over the next five years are: student evaluation; involvement in community service; and special training outside regular school programs. Estimated as most likely to decrease are: field trips and excursions; extra-curricular activities; meeting individual student needs; and student morale.

SOLVING SOME OF THE PROBLEMS

The Task

The fourth task was to obtain board and teacher respondents' ratings of the potential value of certain ideas for actions to offset some of the program problems caused by declining enrolments.

Methodology

A list of thirty-six ideas for actions was derived from several studies and sources and was divided into three thematic headings. Board and teacher respondents were asked to indicate ratings of potential value (See Table 24).

Findings

On average, board respondents rated the ideas for actions more highly than teachers, particularly under the teacher heading. Overall, however, 58% of teacher respondents and 67% of board respondents rated the ideas as having large value.

The following curriculum management ideas for actions were most highly rated as having large value in offsetting the effects of declining enrolments: increasing training in program evaluation for department heads, vice principals, principals, coordinators, and superintendents; increasing public awareness of and involvement in establishing educational priorities; providing additional training to principals, department heads, and superintendents in the skills necessary to manage the curriculum; increasing cooperation among neighboring schools; and making greater use of community resources. Ideas for actions rated as having particularly small value were: establishing specialized schools in business, technology, or the arts; centralizing facilities, staff, and students; increasing split grades; and consolidating out-of-school administrative functions.

The following curriculum development ideas for action were rated as having large value in offsetting program effects of declining enrolments: sharing curriculum resource materials and personnel among school boards; developing curriculum jointly among school boards; specifying a core program for the elementary schools; and specifying a more extensive core program for secondary schools. Ideas for actions rated as having especially small value were: reduce amount of board resources for curriculum development; reduce amount of time and effort spent by boards on curriculum development; reducd the number of curriculum guidelines, and thereby, the range of curriculum content; increase the use of province-wide achievement testing; and increase the number of classroom libraries.

Teacher related ideas for actions to offset declining enrolment effects rated of highest value were: increase professional development for teachers to provide them with alternative means for coping with the program effects of declining enrolments; transfer teachers with different specialties among schools so program alternatives can still be offered; make greater use of part-time teachers with specialist training in non-basic areas; and move principals more in the direction of being "head" or "master" teachers. Items highly rated by boards but not by teachers were: reduce the importance of seniority in tenure policies; and increase use of part-time teachers.

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APPENDIX A

CODE AND BOARD ACTUAL AND PROJECTED ENROLMENT FIGURES

CODE AND BOARD ACTUAL AND PROJECTED ENROLMENT FIGURES

BOARD NAME	1976[b]	1981[b]
ALLANWATER DISTRICT SEPARATE AREA BOARD	11	15
AUDEN DISTRICT SEPARATE AREA BOARD	23	25
BRANT COUNTY BOARD OF EDUCATION	17,667	16,239
BRANT COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	3,445	3,450
CARAMAT DISTRICT SEPARATE AREA BOARD	84	62
CARLETON BOARD OF EDUCATION	38,808	44,350
CARLETON ROMAN COUNTY SEPARATE SCHOOL BOARD	15,689	17,379
CHAPLEAU BOARD OF EDUCATION	735*	N/avail.
COCHRANE IROQUOIS FALLS BOARD OF EDUCATION	3,451	2,953
COCHRANE IROQUOIS FALLS ROMAN CATHOLIC SEPARATE SCHOOL BOARD	1,995*	N/avail.
DRYDEN BOARD OF EDUCATION	5,374*	N/avail.
DUFFERIN COUNTY BOARD OF EDUCATION	7,230	7,104
DUFFERIN-PEEL ROMAN CATHOLIC SEPARATE SCHOOL BOARD	24,690	34,585
EAST PARRY SOUND ROMAN CATHOLIC SEPARATE SCHOOL BOARD	3,829	3,680
EAST YORK BOARD OF EDUCATION	5,033[c]	N/avail.
ESPANOLA BOARD OF EDUCATION	2,380	2,285
ETOBICOKE BOARD OF EDUCATION	22,012[c]	N/avail.
FALCONBRIDGE CANADIAN FORCES BASE BOARD OF EDUCATION	124	N/avail.
FERLAND DISTRICT SEPARATE AREA BOARD	22	25
FORT-FRANCIS RAINY RIVER BOARD OF EDUCATION	3,972	3,393
FORT-FRANCIS RAINY RIVER ROMAN CATHOLIC SEPARATE SCHOOL BOARD	689	550
FRONTENAC LENNOX ADDINGTON ROMAN CATHOLIC SEPARATE SCHOOL BOARD	3,756*	3,411*
GERALDTON BOARD OF EDUCATION	1,211	1,100
GERALDTON ROMAN CATHOLIC SEPARATE SCHOOL BOARD	837	810
GREY COUNTY BOARD OF EDUCATION	15,885	14,449
HALIBURTON COUNTY BOARD OF EDUCATION	2,245	1,945
HAMILTON BOARD OF EDUCATION	47,159*	33,950*
HURON COUNTY BOARD OF EDUCATION	12,345	11,103
HURON PERTH COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	2,990	2,340
KAPUSKASING BOARD OF EDUCATION	806	N/avail.
KAPUSKASING DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD	3,088	N/avail.
KASHABOWIE DISTRICT SEPARATE SCHOOL AREA BOARD	24	5
KENT COUNTY BOARD OF EDUCATION	19,157*	17,219*
KENT COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	5,768	5,398
KINGSTON CANADIAN FORCES BASE BOARD OF EDUCATION	700	550
KIRKLAND LAKE BOARD OF EDUCATION	3,436	2,493
KIRKLAND LAKE ROMAN CATHOLIC SEPARATE SCHOOL BOARD	1,634*	N/avail.
LAMBTON COUNTY BOARD OF EDUCATION	23,483	21,055
LANARK COUNTY BOARD OF EDUCATION	9,100	8,400
LANARK LEEDS GRENVILLE ROMAN CATHOLIC SEPARATE SCHOOL BOARD	2,950	2,332
LINCOLN COUNTY BOARD OF EDUCATION	N/avail.	N/avail.
LONDON MIDDLESEX ROMAN CATHOLIC SEPARATE SCHOOL BOARD	9,317*	8,142*
LONDOND BOARD OF EDUCATION	46,007	36,870
MANITOULIN BOARD OF EDUCATION	2,136*	1,754*
METRO SEPARATE SCHOOL BOARD	92,638	81,113
MICHIPOTEN BOARD OF EDUCATION	1,123	1,060
MIDDLESEX COUNTY BOARD OF EDUCATION	12,692	11,177
MINE CENTRE DISTRICT SEPARATE AREA BOARD	111	121
MURCHISON & LYELL DISTRICT SEPARATE AREA BOARD	49	N/avail.
MUSKOKA BOARD OF EDUCATION	7,700	7,045
NIAGARA SOUTH BOARD OF EDUCATION	33,930	28,530
NIPIGON RED-ROCK BOARD OF EDUCATION	1,077	899
NIPISSING BOARD OF EDUCATION	13,505*	N/avail.
NORTH BAY CANADIAN FORCES BASE BOARD OF EDUCATION	212	250
NORTH SUPERIOR DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD	1,302	1,270
NORTH SHORE DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD	3,180	3,016
NORTH YORK BOARD OF EDUCATION	92,238	69,878
NORTHUMBERLAND & NEWCASTLE BOARD OF EDUCATION	21,513	19,844
OBA DISTRICT SEPARATE AREA BOARD	14	10
ONTARIO CRIPPLED CHILDREN'S CENTRE BOARD OF EDUCATION	N/avail.	N/avail.
OTTAWA CANADIAN FORCES BASE BOARD OF EDUCATION	1,181	946
PEEL COUNTY BOARD OF EDUCATION	80,686	87,015
PETAWAWA CANADIAN FORCES BASE BOARD OF EDUCATION	1,425	1,211
PETERBOROUGH COUNTY BOARD OF EDUCATION	18,807*	16,965*
PRESCOTT & RUSSELL BOARD OF EDUCATION	5,369*	5,923*
PRINCE EDWARD COUNTY BOARD OF EDUCATION	4,409*	3,803*
SAULT STE. MARIE BOARD OF EDUCATION	16,084*	N/avail.
SAULT STE. MARIE DISTRICT ROMAN CATHOLIC SEPARATE SCHOOL BOARD	7,311	6,286
SIMCOE COUNTY BOARD OF EDUCATION	43,978	43,010
SIMCOE COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	5,261*	5,816*
SLATE FALLS DISTRICT SEPARATE AREA BOARD	9	15
SMOKEY FALLS DISTRICT SEPARATE AREA BOARD	6	7
STORMONT DUNDAS GLENGARRY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	8,974	8,591
SUDBURY BOARD OF EDUCATION	27,813*	N/avail.
SUMMER BEAVER DISTRICT SEPARATE AREA BOARD	0	86
TORONTO GENERAL HOSPITAL BOARD OF EDUCATION	N/avail.	N/avail.
UMFREVILLE DISTRICT SEPARATE AREA BOARD	15	15
VICTORIA COUNTY BOARD OF EDUCATION(ENGLISH)	8,716	8,558
WATERLOO COUNTY BOARD OF EDUCATION	50,163	48,370
WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	11,910	9,875
WELLINGTON COUNTY BOARD OF EDUCATION	23,974	21,993
WELLINGTON COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD	4,500	4,337
WENTWORTH COUNTY BOARD OF EDUCATION	19,065*	16,080*
WEST PARRY SOUND BOARD OF EDUCATION	3,902	3,308
WINDSOR BOARD OF EDUCATION	28,464	24,125
WINDSOR ROMAN CATHOLIC SEPARATE SCHOOL BOARD	15,755*	12,987*
YORK BOROUGH BOARD OF EDUCATION	22,253	18,395
YORK REGION ROMAN CATHOLIC SEPARATE SCHOOL BOARD	6,376*	8,296*
VICTORIA COUNTY (FRANCO-ONTARIO)	N/applic.	N/applic.
UNKNOWN	160	150
Σ	1,054,453[d]	873,717

[a]Board figures are those entered by boards in place of those provided by CODE.

[b]Enrolments for elementary and secondary are summed.

[c]Secondary enrolment only

[d]For relevant totals and exceptions, see Table 2, p. 24.

*CODE figures

APPENDIX B

SAMPLES OF LETTERS TO DIRECTORS OF EDUCATION, AND CHAIRMEN OR SECRETARIES OF BOARDS OF EDUCATION

The Commission on Declining School Enrolments in Ontario (CODE)

Room N425, 252 Bloor Street West, Toronto, Ontario, Canada M5S 1V6 Telephone 964-2527

Commissioner, R. W. B. Jackson, Ph.D. Executive Secretary, H. B. Henderson

April 12, 1978

LETTER TO DIRECTORS

DEAR

As part of its work the Commission of Declining School Enrolments in Ontario established a Task Force on Curriculum. On behalf of the Task Force I am writing to request your assistance in the collection of information and positive suggestions necessary as background to the Commission's Curriculum recommendations. Enclosed are seven questionnaires, seven copies of CODE developed enrolment projections for your area, and a postage-paid, addressed return envelope. Your assistance in ensuring that these questionnaires are completed will be greatly appreciated. Without this information the Commission cannot hope to make positive recommendations aimed at helping schools at this time of enrolment and economic decline.

The decision to appoint the Task Force reflects the view of the Commissioner, Dr. Bob Jackson, that curriculum and instruction concerns are at the heart of the Commission's work. The fundamental concern is to ensure the continuation of high quality educational opportunities and experiences throughout the province.

Before this concern is tackled, however, the Commission requires concrete information on the curricular effects of declining enrolments to date and it needs to know what additional curricular effects are anticipated for the next few years based on enrolment projections. We are, for example, specifically interested in the effects of declining enrolments on the achievement of goals specified in provincial policy. I realize that you have already been of assistance through various meetings and in the preparation of a brief. However, we now need information in a number of areas of curriculum to support data and ideas now available in outline form only. Without this information, recommendations may be made which inadvertently effect the curriculum in undesirable ways.

We believe that the most useful recommendations will be those that are based on actual practices in boards throughout the province. We are, therefore, anxious to identify program plans and practices which you have found effective in making positive adjustments to declining enrolment. These, along with creative and unorthodox suggestions are essential for the consideration of positive policy recommendations.

The Commission on Declining School Enrolments in Ontario (CODE)

There are seven different questionnaires in this envelope. Their respective titles are:

I. Educational Goals and School Program
II. Early Childhood Education
III. Professional Development
IV. Second & Third Language Programs and Multiculturalism
V. Curriculum Materials
VI. Special Education
VII. Alternative Work Patterns

Because of the importance of your input, I hope you will be able to distribute each questionnaire, and a copy of the enclosed enrolment projections to the most appropriate person(s) for accurate completion, and that you will be able to collect all responses and return them to me by April 20, 1978 in the enclosed postage-paid return envelope. You should feel free to copy this letter or parts of it for any of the people designated to complete the questionnaires. Please be assured that the responses from your board will be treated confidentially.

The enclosed enrolment projections are those currently available to the Commission. You may wish to use figures developed through your offices. We encourage you to do so when you feel they provide a more detailed and accurate picture. Please record the actual figures used in completing the questionnaires in item 1(b), Section A of Instrument I. We also suggest that you record this same figure on the seven copies of the Enrolment Projection Sheets before they, and the questionnaires, are distributed to appropriate people for completion.

Please notice that the emphasis in these questionnaires is on what has happened during the last three years and on what is expected to happen during the next five years. We are, as well, interested in imaginative and helpful ideas and suggestions which might retain and improve the quality of program and instruction at this time of declining enrolments. It is our belief that educational leadership can channel the creative energies of school staffs into meeting such a challenge.

We realize that responding to these questionnaires in the time available is a demanding task, but the information in your responses is crucial for enabling the Commission to advise Ontario school systems on ways of coping with declining enrolments. In addition, we would appreciate receiving any other materials from your board which you feel may be of use to the Task Force in its work on curriculum.

A copy of the questionnaires has been sent to the Chairman of your board.

If for any reason you should wish to contact me, please call (416) 923-6641, extension 630. Mr. Robin Enns, at extension 609, will also be of assistance if I am not available.

Thank you very much for your help.

Yours sincerely,

F. Michael Connelly, Chairman,
Task Force (Curriculum),
Commission on Declining
Enrolments

The Commission on Declining School Enrolments in Ontario (CODE)

Room N425, 252 Bloor Street West, Toronto, Ontario, Canada M5S 1V6 Telephone 964-2527

Commissioner, R. W. B. Jackson, Ph.D. Executive Secretary, H. B. Henderson

April 12, 1978

LETTER TO CHAIRMEN OR SECRETARIES

DEAR

As part of its work the Commission on Declining School Enrolments in Ontario established a Task Force on Curriculum. On behalf of the Task Force I have written to your Director of Education requesting your board's assistance in the collection of information and positive suggestions necessary as background to the Commission's Curriculum recommendations. Enclosed are copies of seven questionnaires which we have asked to have completed, along with one copy of CODE developed enrolment projections for your area. Without this information the Commission cannot hope to make positive recommendations aimed at helping schools at this time of enrolment and economic decline.

The decision to appoint the Task Force reflects the view of the Commissioner, Dr. Bob Jackson, that curriculum and instruction concerns are at the heart of the Commission's work. The fundamental concern is to ensure the continuation of high quality educational opportunities and experience throughout the province.

Before this concern is tackled, however, the Commission requires concrete information on the curricular effects of declining enrolments to date and it needs to know what additional curricular effects are anticipated for the next few years based on enrolment projections. We are, for example, specifically interested in the effects of declining enrolments on the achievement of goals specified in provincial policy. Without this kind of detailed, in-depth information, recommendations may be made which inadvertently effect the curriculum in undesirable ways.

We believe that the most useful recommendations will be those that are based on actual practices in boards throughout the province. We are, therefore, anxious to identify program plans and practices which your board has found effective in making positive adjustments to declining enrolment.

The Commission on Declining School Enrolments in Ontario (CODE)

These, along with creative and unorthodox suggestions are essential for the consideration of positive policy recommendations.

The seven questionnaires are titled as follows:

I. Educational Goals and School Programs
II. Early Childhood Education
III. Professional Development
IV. Second & Third Language Programs and Multiculturalism
V. Curriculum Materials
VI. Special Education
VII. Alternative Work Patterns

Please notice that the emphasis in these questionnaires is on what has happened during the last three years and on what is expected to happen during the next five years. We are, as well, interested in imaginative and helpful ideas and suggestions which might retain and improve the quality of program and instruction at this time of declining enrolments. It is our belief that educational leadership can channel the creative energies of school staffs into meeting such a challenge.

If for any reason you should wish to contact me, please call (416) 923-6641, extension 630. Mr. Robin Enns, at extension 609, will also be of assistance if I am not available.

Yours sincerely,

F. Michael Connelly,
Chairman,
Task Force (Curriculum),
Commission on Declining
Enrolments

APPENDIX C

FACSIMILE OF LETTER TO TEACHERS

ON ONTARIO TEACHERS' FEDERATION LETTERHEAD

LETTER TO TEACHERS

To: Members being surveyed

From: R.G. Des Dixon, Executive Assistant, Curriculum and Professional Development
Albert Dukacz, Chairman, OTF Curriculum Committee

Re: The purpose of this questionnaire

Enclosed is a questionnaire we urge you to complete and return in the stamped envelope provided. The information is being collected by the Ontario Institute for Studies in Education for the Commission on Declining Enrolment. The Federation is cooperating with CODE in this survey because we think the information is essential if we are to protect your interests in an area of declining enrolment.

We have selected at random every hundredth teacher in Ontario for a total of just over 1,000. You are one of the selected teachers. It is very important that we get your completed questionnaire back within two weeks. This will allow the research team to assemble and analyse the data in time to meet the pressing CODE deadline. In fact, all of us would be most grateful if you could take a few minutes today to complete and return the questionnaires.

The profession can best influence decision making when we have good data to work with. In Ontario we do indeed get good data because of the very professional attitude of our teachers in returning questionnaires. On our last survey in 1976, we had 96% returns which is regarded by research experts as exceptionally good.

Many thanks for your generous assistance in making this survey equally successful.

#886/1,100/as above

May 3, 1978

/rp